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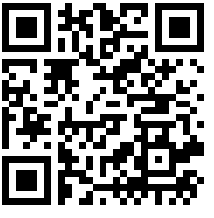

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Handbook on Controlled Establishments-1916

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MUNITIONS OF WAR ACTS, 1915 AND 1916.

Handbook

on

Controlled Establishments.

LONDON:
PRINTED UNDER THE AUTHORITY OF HIS MAJESTY'S STATIONERY OFFICE,
BY HARRISON AND SONS, 45–47, ST. MARTIN'S LANE, W.C.,
PRINTERS IN ORDINARY TO HIS MAJESTY.

1916.

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INTRODUCTORY NOTE.

This Handbook has been prepared mainly for the purpose of providing firms, whose establishments have already been declared controlled under Section 4 of the Munitions of War Act, 1915, with a ready means of reference to the provisions of the Acts, and the various Rules, Orders and Instructions which have been issued in connection therewith by the Ministry of Munitions.

It is hoped, however, that the Handbook will also be found useful as a guide to owners of non-controlled establishments, who may be contemplating making application for their establishments to be declared controlled, and the first Section of the Handbook has been specially compiled with this purpose in view.

For the most part the Handbook is limited in scope to matters which concern Controlled Establishments as such. References to other important matters which also affect non-controlled establishments (*e.g.*, the settlement of labour differences and the leaving certificate system) will be found in Section VI and Appendices J, K and L.

The statements contained in the Handbook must not, of course, be taken as having any legal force, except in so far as they reproduce the Acts, Regulations, and other statutory documents.

Correspondence on matters dealt with in the Handbook should be addressed (except where special instructions as to the address are given) to

THE GENERAL SECRETARY,
MINISTRY OF MUNITIONS OF WAR,
6, WHITEHALL GARDENS, S.W.

Postage on communications so addressed need not be prepaid.

3rd June, 1916.

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CONTROLLED ESTABLISHMENTS.

SECTION I.

MEANING OF CONTROL.

Conditions Underlying Orders of Control.—An establishment becomes a Controlled Establishment by virtue of an Order made by the Minister of Munitions under Section 4 of the Munitions of War Act, 1915, declaring it to be controlled. To enable such an Order to be made two conditions must exist—first, the establishment must be one in which munitions work is carried on, and secondly, the Minister must consider it expedient for the purpose of the successful prosecution of the war that the Order should be made.

"**Any Establishment in which Munitions Work is Carried On.**"—The definition of "Munitions Work," as it now stands, is wide and far-reaching (Appendix L). It embraces not only the manufacture of arms, ammunition, ships, vessels, vehicles, aircraft, &c., but also subsidiary manufactures such as those of metals, machines, or tools required for the production of munitions, and, if certified by the Minister, various ancillary processes and services.

"**Expedient for the Purpose of the Successful Prosecution of the War.**"—This emphasises what is, of course, the main purpose and object of control, namely, the increase of the output of munitions of war. With this end in view certain obligations are imposed, both on the owners of the establishment and on the workmen employed in it.

(*a*) Effects of an Order of Control

(i) On Persons Employed in the Establishment.

Removal of Restrictions on Output.—In the first place, any rule, practice or custom, not having the force of law, which tends to restrict production or employment must be suspended in a Controlled Establishment (Munitions of War Act, 1915, Section 4 (3)).

Safeguards as to Removal of Restrictions.—The workmen are safeguarded by the provisions of Schedule II of the Act, which lays down that any departure from such practices shall only be for the period of the war, and that no change in practice made during the war shall be allowed to prejudice the position of the workmen, or of their trade unions, in regard to the resumption and maintenance after the war of any rules or customs existing prior to the war. But so long as the war continues the suspensory provision of Section 4 (3) of the Act applies, and any person who induces or attempts to induce others to comply or continue to comply with such suspended rules, customs or practices will be guilty of an offence under the section, and become liable to a fine not exceeding £50. An appeal may be made to the Board of Trade on the question whether, in fact, any suspended rule, practice, or custom tends to restrict production or employment. The Board of Trade may either determine the question themselves, or if they think it expedient, or either party requires it, refer the question to an Arbitration Tribunal for settlement. The decision of the Board of Trade or Arbitration Tribunal is conclusive for all purposes.

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Discipline.—The workmen must comply with Rules relating to order, time-keeping, discipline, and efficiency, approved by the Minister and posted in the establishment [Munitions of War Act, 1915, Section 4 (5), and Munitions (Ordering of Work) Regulations, 1916]. Any person convicted of a breach of any of these Rules is liable to a fine not exceeding £3 for each offence. These Rules are fully explained in Section III below.

(ii) On the Owner of the Establishment.

Limitation of Profits.—The profits of the Controlled Establishment are subject to limitation in accordance with the provisions of Section 5 of the Act. These are described more fully in Section II below. This limitation of profits, which is imposed on the owner of the establishment forms the counterpart to the suspension of restrictions imposed on the workmen's normal freedom of action.

Proposals for Changes in Rates of Wages, &c., to be submitted to the Minister.—With certain exceptions, mentioned in Section IV (*d*) below, no change may be made in the rate of wages of any class of persons employed in the establishment, or in the salary or other emoluments of any persons engaged in the management or direction of the establishment, unless the proposal for such change is first submitted to the Minister for approval. (Munitions of War Act, 1915, Section 4 (2).)

Works Rules to be Posted in the Establishment.—The owner of a Controlled Establishment is required by Section 4 (5) of the Act to comply with Regulations made applicable to the establishment with respect to the general ordering of the work in the establishment. Such Regulations (known as the "Munitions (Ordering of Work) Regulations, 1916") have been made applicable to Controlled Establishments. The Regulations require owners to post works rules in a form approved by the Minister. This matter is fully dealt with in Section III and Appendix B.

Requirements as to Information.—The owner of a Controlled Establishment is bound to comply with any reasonable requirements of the Minister as to information or otherwise. (Munitions of War Act, 1915, Section 4 (6).) These requirements are specified in Section V below.

(*b*) Limits of Control.

An Order of Control does not entail any change in the ownership or general direction of an establishment to which it applies, and the owner or manager does not thereby become in any sense an agent of the Government. His legal rights and liabilities remain unchanged, except in regard to the matters with which the Act specifically deals. The Government does not (as is sometimes supposed) take over the establishment or the management thereof, nor does it take any responsibility for the financial position of the establishment or its owner. It should be clearly understood that the making of an Order of Control does not imply any guarantee on the part of the Government in respect of liabilities incurred by the owner of the Controlled Establishment.

(*c*) Advantages of Control.

It has been found that the declaration of an establishment to be a Controlled Establishment—implying as it does a recognition by the Government that the establishment is engaged upon work of national importance—has an excellent effect in rendering the

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labour conditions in the establishment more settled. Further, the existence of the provisions as to the limitation of profits helps to remove the apprehension which sometimes prevails among workmen, that increased output, due to increased exertion on their part, may result in giving their employers an excessive profit. Experience has shown that the most effective way to ensure diligence and regularity on the part of workmen, and to reduce disputes to a minimum in any establishment where munitions work is carried on, is to declare that establishment "Controlled." 3,591 establishments have now been declared controlled. (3rd June, 1916.)

(*d*) Method of Making Application for an Order of Control.

Particulars required.—A brief statement showing the number of persons employed in the establishment, with the proportion engaged directly or indirectly on munitions work, is all that it is essential to forward to the Department. It is, however, convenient that similar particulars of any branch establishments which it may be desired to include under the Order of Control should also be given.

Small Establishments.—It has not hitherto been the practice of the Ministry to control very small establishments in which munitions work may be carried on, but exceptions may be made in special circumstances—for example, where the product of a particular establishment is of peculiar importance. On the other hand an endeavour is made, as far as practicable, to control all firms of a similar class in any particular industry, even if some of them are doing less munitions work than others, so as to avoid the inequalities which might otherwise result.

SECTION II.

LIMITATION OF PROFITS.

Munitions (Limitation of Profits) Rules, 1915.

General.—The intention of the Act is to ensure that if there are profits made in a Controlled Establishment above a reasonable limit, these profits shall go, not to the owner of the establishment, but to the State.

Standard Amount of Profits.

The "Standard Period."—In fixing the limit above-mentioned regard is to be had, in the first place, to the past earnings of the establishment before the outbreak of war. The Act provides that the average profits of two completed years of the establishment before the war are to be taken. (Munitions of War Act, 1915, Section 5 (2).) By "completed years" is meant years ending on the date at which the accounts of the establishment were made up in the usual way. These two years form the "Standard Period," and the average annual amount of profits of the Standard Period forms, *primâ facie*, the "Standard Amount of Profits of the Controlled Establishment."

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Substituted Standard.—It would not, however, be possible to lay down an inflexible rule which would apply fairly in every case. Accordingly, it is provided by the Act that where the Minister is satisfied that the average of the two years affords an unfair standard of comparison (or affords no standard), he may fix what appears to him to be a fair standard by agreement with the owner (Munitions of War Act, 1915, Section 5 (3)). The like principle is applied where no average exists (Munitions of War (Amendment) Act, 1916, Section 19)—for example, in the case of an establishment which has come into existence since the outbreak of war. In default of agreement with the owner, the Standard Amount is to be fixed by a Referee, or Board of Referees, appointed by the Minister.

Divisible Amount of Profits.

The amount of profits which the owner of a Controlled Establishment may receive and retain is called the "Divisible Amount of Profits."

It is to be observed that the State does not guarantee to the owner that any profits will be made at all; and if the profits fall short of the "Standard Amount" they will not be made up by the State.

On the other hand, if profits are made in the establishment beyond the "Standard Amount," the owner will be allowed to keep, in addition to the "Standard Amount," a sum equal to one-fifth of the "Standard Amount." (It will be noticed that this does not mean one-fifth of the extra profit, but one-fifth of the "Standard Amount.")

Allowances in respect of Increased Output, &c.—The object of the Act is not merely to limit profits. As already stated, its main purpose is to increase the output of munitions of war; and accordingly the Act provides that due consideration should be given to increase of output, provision of new machinery or plant, alteration of capital, and other similar matters (Munitions of War Act, 1915, Section 5 (4)). These matters are dealt with more fully in the Rules which have been made by the Minister under the Act, known as the Munitions (Limitation of Profits) Rules, 1915. These Rules are reprinted in Appendix A (pages 32–36).

In respect of any increase of capital employed in a Controlled Establishment or of any increase in the volume of output, allowances are to be made and added to the Standard Amount of profits either in lieu of or, at the discretion of the Minister, in addition to the one-fifth above-mentioned (Rule 10).

Allowance for Depreciation, &c.—Adjustments may also be made in respect of various matters such as exceptional wear and tear of plant, buildings, and machinery; capital expenditure specially incurred for munitions work (regard, however, being had to the probable post-control value of the assets thereby provided); exceptional services rendered in connection with the Controlled Establishment; and other matters material to be taken into account (Rule 9).

Excess Profits.—The excess of the net profits of the Controlled Establishment over the amount divisible under the Act is to be paid into the Exchequer. (Munitions of War Act, 1915, Section 4 (1).)

Period of Assessment.

A Period of Assessment means any period within the period of control for which profits are to be ascertained for the purposes of the Act. (Rule 12.) As a general rule

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the end of a period of assessment will coincide with the date at which the accounts of the establishment are ordinarily made up. If the period of assessment is less than a financial year of the establishment (as may happen, for example, in the case of the first period of assessment, where the Order of Control has been made during the course of the financial year), a proportionate part of the profits of the financial year will be taken. (Rule 7.)

Adjustments.—At the end of the final period of assessment proper adjustments may be made, so as to ascertain the total divisible profits of the establishment in respect of the whole period of control (Rule 12). If it is found that a controlled owner has paid to the Exchequer more than, having regard to such adjustments, he should have paid, the amount overpaid will be refunded to him. (Rule 13 (iii)).

Accounts and Returns.

Submission of Accounts.—The owner of a Controlled Establishment must furnish to the Minister such accounts and balance sheets and other information relative to the Controlled Establishment as the Minister may require. This applies both to the Standard Period and to the Period of Assessment. In cases where the owner claims that the average profits of the Standard Period do not afford a fair standard of comparison, it is the practice of the Department to require accounts for previous years, in order to enable proper consideration to be given to the claim.

Audit.—Accounts must be audited by a chartered or incorporated accountant, or by an accountant approved in any particular case by the Board of Trade. Other provisions with regard to accounts and information will be found in the Munitions (Limitation of Profits) Rules, 1915, particularly in Rules 7 and 14 (Appendix A).

References to Board of Referees.

The Board of Referees, appointed by the Minister under Section 5 (3) of the Munitions of War Act, 1915, have issued Rules regulating the procedure on applications and references to them. These Rules are reprinted in Appendix A1 (pages 36–38).

SECTION III.

WORKS RULES.

Munitions (Ordering of Work) Regulations, 1916.

Posting of Works Rules.—Under these Regulations, a copy of which will be found in Appendix B (page 38), the owner of a Controlled Establishment is required as soon as practicable to post rules relating to order, discipline, timekeeping and efficiency conspicuously in his establishment.

Form of Works Rules.—These rules are to be in the form set out in the Schedule to the Regulations, or such form as may be approved by the Minister (*see* Appendix B, page 38). They are required to be so posted as to be entirely separate and clearly distinguishable from any other rules or notices in the establishment, and the latter must be so worded and entitled as to avoid all possibility of confusion with rules made under the Regulations.

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Enforcement of Works Rules.—Every person employed in the establishment is required to comply with the rules so posted, under penalty, on conviction by a Munitions Tribunal, of a fine not exceeding £3 in respect of each offence.

Exceptions.—No proceedings may be taken before a Munitions Tribunal in respect of breaches of rules other than of the rules made and posted in accordance with the Regulations.

No proceedings may be taken under the rules posted in accordance with the Regulations in respect of any refusal to work on Sunday.

Variations from the Approved Rules.—The Ministry will be prepared to consider applications for any variation from the Approved Rules, which the owner of a Controlled Establishment may consider to be essential in view of the special conditions which obtain in his establishment, but they cannot approve detailed rules, of the reasonableness of which they are not in a position to be fully satisfied, nor rules which vary widely in scope or character from the Approved Rules.

Examples of Approved Variations.—Two examples may be given of variations from the Approved Rules which have been sanctioned:—

(1) In cases where it has been the custom to permit a limited amount of intoxicating liquor to be brought into the establishment, Rule 4 (*a*) may be varied by the addition of some such words as "except with the express permission of the firm."

(2) In factories where explosives are handled, the following rule may be added to Rule 4:—"No person employed shall . . . . (*e*) have in his possession any lucifer match or any apparatus of any kind for producing a light or spark, or any cigar, cigarette, pipe or contrivance for smoking."

Generally, however, it may be said that no variation from the Approved Rules, whether by addition or substitution, can be sanctioned by the Ministry unless special grounds are shown.

Other Shop Rules.—It will be seen from Rule 5 of the Approved Rules that shop rules made by the owner of the establishment, or the power to impose fines for breach of such rules, subject to the provisions of the Truck Acts, is not affected by posting the Approved Rules. No fine may, however, be imposed under any such other rules for any offence which has been brought before a Munitions Tribunal.

It is open to firms whose establishments have been declared controlled to continue to exhibit their own rules, stating the hours for starting and leaving work, and any other detailed rules which it has been customary for them to exhibit in the past, provided that the provisions of Regulations (2) and (4) are strictly observed. A copy of such rules should be forwarded to the Ministry for purposes of reference.

Posters Supplied by the Ministry.—Copies of the Approved Rules, in poster form (with or without the special rule prohibiting the carrying of matches—*see* paragraph (2) above) are supplied by the Ministry for exhibition in Controlled Establishments; and a special poster setting out, for the information of the workmen, the effects of the establishment having been declared controlled, is also supplied.

French and Flemish Translations of Works Rules.—It has been brought to the notice of the Ministry, by some of the firms at present employing Belgian workmen, that it would be an advantage if the official Approved Rules for Controlled Establishments were printed in French and Flemish.

This has accordingly been done, and copies in poster form will be supplied on request.

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Breach of Works Rules (Bad Time-keeping, &c.).—It will be observed that any person employed in a Controlled Establishment who fails to comply with any of the Works Rules renders himself liable to prosecution before a Munitions Tribunal, who may inflict a fine not exceeding £3 in respect of each offence.

Prosecution and other Remedies for Bad Time-keeping.—The practice of the Department when cases of bad time-keeping (which, of course, constitutes a breach of Rule 2) are brought to their notice, has frequently been either to address to the firm an admonitory letter, for communication to the men concerned, or to instruct the Labour Officer appointed by the Ministry to attend at the Works, and admonish the men. It has also been found in practice that an improvement may sometimes be effected by bringing cases of persistent time-losing to the notice of the local Labour Advisory Board (where such exists), with a view to their influence being brought to bear on men who habitually keep bad time. This, however, does not preclude owners of controlled establishments from instituting proceedings before a Munitions Tribunal in the first instance against persons in their employ who have kept bad time. In aggravated cases the Department will be prepared to undertake the prosecutions on behalf of the employers.

Inquiries prior to Prosecution.—Before, however, any proceedings are instituted, careful inquiry should be made, so that any explanation or excuse which a workman has to offer (*e.g.*, a medical certificate) may be duly considered by the employer and made known beforehand to the Chairman of the Tribunal concerned or (in cases where it is desired that the Minister should undertake the prosecution) to the Ministry.

SECTION IV.

CONSOLIDATED INSTRUCTIONS.

In this Section the principal circulars which have been issued from time to time are embodied, except those which have been superseded or have become obsolete.

Considerable additions have, however, been found to be necessary in order that the particulars contained in this Section may be as complete as possible, and later information than that given in the circulars will be found in most of the sub-sections below.

IV. (*a*) DILUTION OF LABOUR.

(Circulars L 1, L 2, L 3, L 6, L 29 and L 30.)

Meaning of Dilution.—A circular (L 29) is despatched to owners of establishments, as soon as the latter have been declared controlled, explaining what is meant by dilution of labour, and instructing them to press forward with dilution of labour as extensively as possible and without delay.

The dilution of labour implies that :—

(1) The employment of skilled men should be confined to work which cannot be efficiently performed by less skilled labour or by women.

(2) Women should be employed as far as practicable on all classes of work for which they are suitable.

(3) Semi-skilled and unskilled men should be employed on any work which does not necessitate the employment of skilled men and for which women are unsuitable.

For further particulars of dilution *see* Appendix D (pages 43 *et seq.*).

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Purpose of Dilution.—The purpose of dilution was made clear by the Prime Minister in an Announcement made by him on the 21st January, 1916, in reply to a question addressed to him in the House of Commons by Mr. Needham. The question and the reply given were as follows :—

QUESTION :—

"*Whether the Government are experiencing any difficulty in obtaining the necessary supply of skilled labour—especially in the new National Workshops—and if so, what steps the Government propose to take in order to accelerate the supply of Munitions.*"

ANSWER :—

"*The Government have given this matter the most careful and anxious consideration. They are convinced, after taking into account all other methods of increasing the available supply of labour for Munition work, that the adoption of dilution, that is to say the employment during the war period of semi-skilled and unskilled and female labour on any class of work upon which it can be usefully employed so as to set free skilled workmen for the work which they alone can perform, offers the only prospect of securing a sufficient supply of Munitions to enable the war to be brought to a speedy and successful conclusion.*

"*Any lack of Munitions will lengthen the duration of the War and will exact a heavy toll on the lives of our soldiers. It is quite impossible for foreign supplies to take the place of home production of Munitions, since even if these sources of supply could be indefinitely expanded the immense demands thereby entailed both on our financial resources and on our shipping would present insuperable difficulties.*

"*The necessities of the War have been pointed out both to the owners of Controlled Establishments and to the representatives of the great trade unions, and they have loyally pledged themselves to support the Government in the scheme of labour dilution, the necessity for which has arisen from the national requirements and not from any demand by employers. Guarantees as to the nature and temporary character of the changes have already been given, and considerable progress has already been made in certain districts to give effect to the policy indicated above, but I regret to say that what has hitherto been accomplished falls lamentably short of the National requirements in the present emergency.*

"*The Government accordingly propose to take steps to bring about this dilution of labour wherever needed, in accordance with the necessities of the situation and on the conditions laid down after agreement with the representatives of the workmen in the Munitions of War Act as amended, without further delay. They are issuing instructions to Controlled Establishments to secure this where this has not been done, and they are sending special representatives to the most important districts to assist in giving effect to their policy.*

"*I rely confidently on the support both of employers and of workmen in a matter which is vital to the successful prosecution of the war.*"

Method of Carrying out Dilution.—The Management of a Controlled Establishment are advised to communicate, through the Labour Exchange, with the Chief Labour Officer of their district on the changes in workshop practices which may be involved by adopting a policy of dilution (specifying in particular any changes affecting Admiralty work). The full support of the Minister in carrying out this policy (as laid down in Circular L 29) is assured to the firm.

A report of the steps taken to give effect to the policy of dilution and of any difficulties that may be encountered in carrying it out should be sent to the Ministry from time to time.

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The Employment of Women.—An illustrated publication has been issued to Controlled Establishments by the Ministry, showing some of the processes upon which women can be employed in connection with the manufacture of munitions of war. This publication, entitled, "Notes on the Employment of Women on Munitions of War," only illustrates a small portion of the processes which have been found to lie within the capacity of women workers. The expansion of women's work is proceeding so rapidly at the present time that owners of Controlled Establishments are advised to make enquiries in the matter from time to time of the Labour Officers appointed for their districts. By this means it will be possible for owners to benefit by the experience of other controlled firms, as regards details of new processes on which it has been found that women can be successfully employed.

Directions have been given by Orders of the Minister as to the employment and remuneration of women and of semi-skilled and unskilled men on munition work of a class which prior to the war (*a*) was not recognised as women's work in districts where such work was customarily carried on, or (*b*) was customarily undertaken by skilled labour. (Appendix C, pages 40–43.)

IV. (*b*) CHANGES OF WORKING CONDITIONS.

(Circulars L 6 and C.E. 2.)

Provisions of the Act.—Schedule II, paragraph 7, of the Munitions of War Act, "1915, provides:—"Due notice shall be given to the workmen concerned wherever "practicable of any changes of working conditions which it is desired to introduce as the "result of the establishment becoming a Controlled Establishment, and opportunity for local "consultation with workmen or their representatives shall be given if desired."

Procedure.—The Minister is of opinion that the following procedure should be adopted by a Controlled Establishment when any change is made in working conditions.

1. The workmen in the shop in which a change is to be made should be requested by the employer to appoint a deputation of their number together with their local Trade Union representative if they desire, to whom particulars of the proposed change could be explained.
2. At the interview the employer, after explaining the change proposed and giving the date when it is to come into operation, should give the deputation full opportunity of raising any points they desire in connection therewith, so that if possible the introduction may be made with the consent of all parties.
3. Should the deputation be unable at the interview to concur in the change, opportunity should be given for further local consultation when representatives of the Trade Unions concerned might be present.
4. It is not intended that the introduction of the change should be delayed until concurrence of the workpeople is obtained. The change should be introduced after a reasonable time, and if the workpeople or their representatives desire to bring forward any question relating thereto they should follow the procedure laid down in Part I. of the Act.
5. It is not desirable that formal announcement of the proposed change should be put on the notice board of the shop until intimation has been given as above to the men concerned or their Trade Union representative.

While this is so, the Minister is of opinion that it will be consistent with prudence

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that every endeavour should be made by employers to secure the co-operation of their workpeople in matters of this description.

Any difficulties experienced by either employers or workpeople should be at once referred to the Ministry in order that an immediate endeavour may be made to find a satisfactory solution.

Provisions of the Act as to Record of Changes.—Schedule II., paragraph 6 of the Munitions of War Act, 1915, provides:—

> "A record of the nature of the departure from the conditions prevailing when the establishment became a Controlled Establishment shall be kept, and shall be open for inspection by the authorised representative of the Government."

It will be seen that the paragraph requires that a record shall be kept of all alterations of the working conditions in Controlled Establishments, and the Minister considers that it is desirable that a record in a uniform manner should be kept by each Controlled Establishment, and further, that a central record should be kept by the Ministry of all such alterations.

Form of Record.—A copy of the form upon which all such alterations should be recorded is printed below. The form provides spaces for recording the exact nature of the work in respect of which the alteration is to be made, details of the manner in which it was performed, and details of the manner in which it is performed after the alteration. Accordingly, in any case where an alteration is made in working conditions, the form should be filled up in triplicate immediately the alteration is made, and one copy should be filed and the other two forwarded to the Ministry. The Ministry will file one copy and will submit the third copy to the National Labour Advisory Committee on War Output, so as to ensure that the record is an agreed one.

It should be carefully noted that the changes which require to be recorded are those covered by Section 4 (3) and the 7th paragraph of the 2nd Schedule. It is not necessary, for instance, to record a rise in rates to which the Minister's consent has been given under Section 4 (2), but it would be necessary to record an alteration in the basis of rates, *e.g.*, from time to piece-work, if made in pursuance of a suspension of trade-union rules or customs, and for this purpose it will be noticed that the form specially requires a statement of the wages paid to be shown.

It must be clearly understood that this form is merely for the purposes of record under paragraph 6 of the 2nd Schedule after the change is made, and does not in any way supersede the necessity for carrying out the provisions of paragraph 7 with regard to due notice before the change is made.

The object of the form is to provide reliable and accurate material for giving effect to the first paragraph of the 2nd Schedule, which provides that any departure during the war from pre-war practices in any industry carried on in the establishment shall only be for the period of the war. It may be observed that this paragraph is not limited to departures introduced after the date of control, and it is therefore desirable that all departures, whether introduced before, during or after the war, should be recorded on the forms provided. It is also desirable for the purpose of giving effect to Section 15 of the Munitions of War (Amendment) Act, 1916, that all cases of the introduction of non-union labour in union workshops or shipyards should be recorded in the same way. It is immaterial for the purposes of paragraph 1 of the 2nd Schedule whether the establishment itself was in existence before the war or whether the work in question was performed in the establishment before the war.

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RECORD OF DEPARTURE FROM WORKING CONDITIONS UNDER SCHEDULE II., PARAGRAPH 6.

1. Name and Address of Firm.	
2. Exact Nature of Work affected by departure.	
3. How previously performed.*	
4. How now performed.* * State in answer to (3) and (4) the class of person employed, the wages paid and other details making clear the nature of the change.	
5. Date from which departure took place.	

Date _____ *Signed,* _____
on behalf of
the above-named Firm.

IV. (*c*) CONTROL OF OUTPUT.

(Circular L 33.)

The procedure described below has been devised to ensure that the Productive Capacity of the Country on Munitions Work is regulated in such a manner as to ensure that such work has the proper order of priority in accordance with its importance.

Classification.—Work must be classified in the order of its National importance. For this purpose three broad classifications, A, B and C, have been adopted, which are described in the Directions as to Priority contained in Appendix F (page 46).

Certificates.—The management of any establishment to which Directions as to Priority have been given is required :—

(1) In executing an order placed with the establishment to give priority to the order according to the class to which the work ordered belongs.

(2) In placing an order for work with another firm or establishment to issue with every order and sub-contract a certificate as to the class to which the work belongs, if such work falls in Classes A or B.

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Any orders placed or received without a certificate must be classified as Class C, and no work must be carried out on such order which would interfere with the progress of any order in Classes A or B.

Absence of Certificates.—In the event of an order being received by an establishment without a certificate, a certificate should be forwarded in any case where it is considered that priority for the work may be required, to the ordering firm or establishment, with the request that such certificate shall be duly completed and returned. With regard to work in progress a certificate placing such work in the class to which it belongs should be obtained from the ordering firm or establishment who should be informed that if no such certificate is received, the work must be placed in Class C. Supplies of the form of certificate may be obtained on application, Appendix F (page 48). For the monthly return required on this subject see Appendix H (page 54).

Orders placed in Class C.—*No certificate is necessary for orders placed in Class C.* Orders so placed may be dealt with as promptly as circumstances permit, always provided that the work on such orders does not delay orders in hand in the same establishment in Classes A and B.

The Contract Number referred to on the certificate is the number of the issuing firm, to connect the certificate to the order to which it applies.

Directions as to Priority mentioned on the certificate are those contained on page 3 of Circular Letter L 33 (*see* Appendix F).

Orders from Allied Governments may only be placed in Classes A or B with the consent of the Admiralty, War Office, or Ministry of Munitions. In the absence of such consent in writing, application should be made to the Priority Branch, Ministry of Munitions, Armament Buildings, S.W.

IV. (*d*) WAGES IN CONTROLLED ESTABLISHMENTS.

(Circulars L 2, L 3 and L 30).

Proposals as to Changes of Wages.—The Acts do not empower the Minister to carry on negotiations on wages questions between Employers and Employees in Controlled Establishments. Although no advance to classes of Employees (among whom foremen, draughtsmen, clerks and typists are to be reckoned) can be given without the Minister's consent, except as stated below, it is contemplated that the first steps in discussing such matters should be taken in the ordinary way by negotiation between the parties themselves. If they can agree, the resulting proposals should then be formally submitted by the firm for the consideration of the Minister, who may give or withhold his consent.

Deadlocks.—If, however, the negotiations result in disagreement and deadlock, it is open to either party to refer the matter to the Board of Trade as a Difference under Part I of the principal Act, and the Award of the arbitration tribunal to which the difference is referred by the Board of Trade is binding on both parties.

Cases in which Advances may be Given to Classes of Employees without Reference to the Minister.—Under this heading may be included changes for giving effect to—

(1) Government conditions as to fair wages (*see* Appendix E, page 46).

(2) An agreement between the owner of the establishment and the workmen which was made before June 23, 1915.

(3) An agreement existing before the establishment became controlled, between the owner of the establishment and an employee, with regard to any periodical increase of remuneration.

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Advances to Individual Employees, as strictly distinguished from Classes of Employees.—These advances, being based on personal grounds (such as individual merit or length of service, or responsibility), may be given without reference to the Minister. Such advances must not, however, be given on such a scale as collectively to constitute a class advance. In cases of doubt, reference should be made to the Ministry.

Advances to Persons engaged in the Management or Direction of Controlled Establishments.—The positions as regards these persons is different. Section 4 (2) of the principal Act requires that advances to all such persons shall be submitted for sanction; but the Minister is prepared, in practice, to leave to the discretion of the employers all advances which would not bring the total salary of the person in question up to £250 per annum.

Piece Rates.—The following communication has been issued to the Press by the Minister of Munitions:—

> "The Minister of Munitions has been informed that workmen employed in Controlled Establishments have been deterred in some cases from complying with the requirement of the Munitions of War Act that all rules, customs, or practices tending to restrict production should be suspended in such establishments by fear that any considerable increase in output might lead to a reduction of the piece rates paid to them.
>
> "In view of this the Minister desires to call attention to the fact that under the above-named Act no change in the rate of wages, salary, or other emoluments to any class of persons employed in a Controlled Establishment can be made without notice to the Minister, who may thereupon withhold his consent to the change proposed, subject to the power of either party to demand arbitration.
>
> "The Minister is prepared to exercise his powers if necessary in order to prevent the reduction of piece rates as a consequence of the increase of output due to suspension of restrictions."

Poster.—The above has now been printed in the form of a poster for display in munition works, and copies of the poster will be supplied to Controlled Establishments on request.

Orders under Sections 6 and 7 of the Amending Act.—Special attention should be paid to these Orders (Appendix C), under which directions are given as to the employment and remuneration of women on Munition Work of a class which prior to the war was not recognised as women's work in districts where such work was customarily carried on, and of semi-skilled and unskilled men on Munition Work of a class which prior to the war was customarily undertaken by skilled labour.

The effect of these Orders is to apply compulsorily to establishments named in the 2nd Schedule thereof the provisions of the two Circulars L 2 and L 3.

IV (*e*) SUNDAY LABOUR AND OVERTIME.

(Circulars L 18 and M.M. 10.)

Effects of Sunday Labour and heavy Overtime Work.—The Circular letter (L 18) which draws attention to the views of the Ministry on the general question of Sunday labour, may be briefly summarized as follows:—

(1) It is necessary, both in the interests of the workers and production, that a weekly rest period, preferably Sunday, should be secured to all employees.

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(2) This rest period should apply to all classes of labour, male, female, adult and juvenile, and even in cases where it is impossible to arrange for a general rest on any particular day in the week, the Department consider it desirable that arrangements should be made, even if on different days, that a regular rest period should be provided for all workers.

(3) The Department consider that not more than 12 shifts per fortnight, or 24 where double shifts are worked, should be arranged, and that where three 8-hour shifts are worked, not less than two shifts should, whenever possible, be omitted on the Sunday.

Overtime.—It is pointed out that where overtime is worked in the week, Sunday labour is held to be undesirable, and further, that it is preferable to work a moderate amount of overtime in the week rather than to work continuously from day to day.

The Circular letter also lays down that where Sunday labour has for any reason been discontinued, it should not be resumed without reference to the Department.

Firms engaged upon Processes requiring Continuous Labour.—A memorandum (M.M. 10) has also been issued to firms known to be engaged on the manufacture of High Explosives, Chemicals or other work involving labour of a continuous nature. In this memorandum the following suggestions are put forward:—

(1) That all workers should, even if on different days, have a regular period of rest.

(2) That where it is necessary to work continuously throughout the week, the aim should be to work three 8-hour shifts rather than two 12-hour shifts, and by employing the necessary extra number of workers to provide that each individual worker shall obtain a day off every week. In the case of women and young persons a day off each week ought always to be provided.

It should also be observed that many processes in which men have up to now been exclusively employed can be efficiently worked by women, and every effort should be made to employ as many women as possible. (*See* Section IV (*a*) above.)

With regard to the change over, this may be effected, where three 8-hour shifts are worked, either by arranging for two shifts to come on again after eight hours' rest, or by prolonging two shifts to twelve hours each. The experience of the Department indicates that the former is the preferable alternative. No definite recommendation is, however, at present made under this head.

Where continuous working is not essential, two 8-hour shifts should, whenever possible, be omitted at the week-end.

For the Form of Return of Sunday labour, see page 56.

IV. (*f*) WAR MUNITIONS VOLUNTEERS.

A number of workmen skilled in the Engineering, Shipbuilding and kindred trades have undertaken with the Minister of Munitions to accept employment on making munitions of war in such Controlled Establishments as may be named by the Minister, and to remain in such employment during the war for so long as required (not exceeding six months in all), subject to certain conditions.

The period of six months' service of many of these workmen has expired, and they have renewed their undertaking with the Minister so as to extend it to the period of the war.

Failure on the part of a War Munitions Volunteer to comply with his undertaking is an offence under § 6 (1) of the Munitions of War Act, 1915.

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Conditions applicable to War Munitions Volunteers who are directed by the Ministry of Munitions to take up work at any Controlled Establishment are as follows :—

(1) THE RATE OF WAGES PAID will be that of the district to which the workman is transferred, provided that if in any case the workman proves that this is less than the rate he was receiving before enrolment, he shall be entitled to receive such higher rate.

(2) THE REMUNERATION PAID to the workman will be as follows :—

(*a*) The district rate of wages ; and

(*b*) the sum necessary to make up the difference (if any) between the district rate and that received by the workman before enrolment (*see paragraph* 1 *above*) ; and

(*c*)—(i) If brought from a distance beyond that which he can reasonably travel daily, railway fare at the commencement and completion of the work for which transferred ; and, *where necessary*, subsistence allowance at the rate of 2*s.* 6*d.* per day for seven days per week. *It is clearly understood that the subsistence allowance is not intended to enable any workman to make a pecuniary profit.*

(ii) If within daily travelling distance (exceeding half-an-hour each way), the value of workman's tickets and one hour's travelling time per day at the rate of time and a-half.

(iii) If within daily travelling distance (not exceeding half-an-hour), the cost of workman's tickets.

Railway Warrants for fares at commencement and completion of work for which the workman is transferred will be issued direct to the workman by the nearest Labour Exchange on behalf of the Ministry of Munitions, but Item (*b*) and any subsistence or *daily* travelling allowance under Item (*c*) will be paid by the firm employing the workmen, with the wages, *and will be recoverable by the firm from the Ministry of Munitions.*

Applications for War Munitions Volunteers.—Arrangements have been made by the Ministry of Munitions with the Board of Trade, whereby all applications for the supply of War Munitions Volunteers will be dealt with by the Board of Trade Labour Exchanges. **Applications for the services of War Munitions Volunteers should, therefore, be made by any Controlled Establishment desiring to employ them, direct to the nearest local Labour Exchange.**

Declaration by Employer.—All applications must be made on a specified form (W.M.V.19), copies of which may be obtained at any Labour Exchange. An establishment desiring to obtain the services of War Munitions Volunteers is required, on the form in question, to undertake to pay wages and allowances under the conditions set out above. It is as a general rule necessary that the firm should also sign a declaration, which is set out on the form, in the following terms :—

"(*a*) I/We have no men engaged on private work suitable to perform the war "munitions work in respect of which I/we am/are now applying to you for "Munitions Volunteers.

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"(*b*) I/We have already asked the local Labour Exchange to supply men to perform "the said war munitions work but have not succeeded in obtaining them.

"(*c*) No men suitable for performing the munitions work in question can be made "available out of the men already in my employ, by arranging for work now done "by skilled men to be performed by semi-skilled or unskilled labour.

"(*d*) I/We undertake that if Munitions Volunteers are now or on any future occasion "transferred to me/us they will be employed by me/us solely on war munitions "work, and will not be transferred to private work, nor will any man already "employed on war munitions work be transferred to other than munitions work "by virtue of his place having been taken by Munitions Volunteers.

"(*e*) On the termination of my/our war munitions work for which the War Munitions "Volunteers have been or will be engaged by me/us, I/we will at once inform the "local Labour Exchange."

The Ministry of Munitions are prepared to make exceptions, under certain conditions, to the rule as to the signing of the foregoing declaration in cases in which they are satisfied that the work upon which it is proposed to employ War Munitions Volunteers is necessary for the efficient conduct of the war.

Contravention of, or failure to comply with, an undertaking by an employer as to the class or description of work on, or in connection with, which a War Munitions Volunteer assigned to him is to be employed, is an offence by the employer under the Munitions of War (Amendment) Act, 1916, and renders him liable to a fine not exceeding £5 (*see* Appendix K).

Termination of Engagement.—When the services of a War Munitions Volunteer assigned to him by authority of the Ministry of Munitions are no longer required by an employer for any reason, the employer should so notify the local Labour Exchange, giving as long a notice as is possible, in order that his transfer to another Controlled Establishment can be effected, or other employment be found for him. If it is necessary at any time to dispense with the services of a Volunteer before his transfer to another Controlled Establishment can be effected, the employer should—after giving the Volunteer at least the requisite week's notice—notify the local Labour Exchange, give the Volunteer a Leaving Certificate, and instruct him to report to the Exchange.

Notes for Guidance of Employers.—Full notes for the guidance of employers to whom workmen are assigned as War Munitions Volunteers by authority of the Ministry of Munitions are set out in form (W.M.V. 40), a copy of which is printed in Appendix G (pages 50–53). Copies of this form can be obtained from the Ministry on application by an employer.

NOTE.—*It should be clearly understood that the whole of the foregoing particulars relate only to workmen who have actually been instructed by a Labour Exchange, on behalf of the Ministry of Munitions, to take up work as War Munitions Volunteers at a particular establishment; and the fact that a workman is a War Munitions Volunteer does not prevent his being engaged by any firm as an ordinary workman through the ordinary Labour Exchange channels or otherwise. Workmen so engaged are not entitled to any guaranteed rate of wages or allowances, and are exactly on the same footing as any other workmen who are not War Munitions Volunteers with regard to Leaving Certificates.*

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IV. (*g*) RELEASE OF MEN FROM THE COLOURS FOR MUNITIONS WORK.

Direct Application for Release of Men.—The owner of a Controlled Establishment may make application to the Ministry of Munitions for the temporary release from the colours of skilled workmen who have enlisted from his establishment, for employment on the making of munitions of war. Forms of application may be obtained from the Ministry, and should be returned to the local Labour Exchange when completed, for transmission to the Ministry.

Declaration by Employer.—Before soldiers may be released to an employer he must be in a position to declare that—

(*a*) He has no men engaged on private work suitable to perform the war munitions work in respect of which he is applying for men to be released from the colours.

(*b*) He has already asked the local Labour Exchange to supply men to perform the said war munitions work but has not succeeded in obtaining them.

(*c*) No men suitable for performing the munitions work in question can be made available out of the men already in his employ, by arranging for work now done by skilled men to be performed by semi-skilled or unskilled labour.

(*d*) He undertakes that if men released from the colours are transferred to him they will be employed solely on war munitions work, and will not be transferred to private work nor will any man already employed on war munitions work be transferred to other than munitions work by virtue of his place having been taken by men released from the colours.

Wages.—1. The rate of wages to be paid by the employer must be not less than the standard rate of the district to which the soldier is transferred.

2. The employer must pay the soldier (apart from questions of the soldier's own default) not less than the amount of the soldier's weekly Army Pay and Allowances, subject to the provisions of Army Council Instruction No. 344 of 1916, and the Ministry's explanatory circular (R.C. 85B) of 18th February, 1916, and to the rights of reimbursement from Army funds therein set forth. Copies of the Instruction and circular referred to can be obtained on application.

A few examples of the payment of wages to released soldiers, which are given in the explanatory circular referred to above, are reproduced in Appendix J, pages 57–60.

Reporting for Work.—1. The soldier will receive from the Military Authorities a railway warrant for his journey to his employer.

2. *Immediately on the soldier reporting,* the employer must fill up and send to the *Local Labour Exchange Form R.C. 5a,* acknowledging the soldier's arrival.

Dismissal.—1. *The employer must, before a soldier is dismissed, send to the Ministry of Munitions, R.C. Department, 6, Whitehall Gardens, London, S.W., Form R.C. 5b,* giving in all cases where it is at all possible, *two weeks' notice,* and in no case less than one week's notice, and setting forth the reasons for the soldier leaving his employment.

2. The employer must at the same time inform the Officer in Charge of Records of the soldier's unit of the fact that the soldier is about to leave his employment, and obtain from that officer instructions as to where the soldier is to be sent and a railway warrant for that journey.

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3. If before the expiration of the period in question the employer receives instructions from the Ministry that the soldier is to be transferred to another employer, the present employer must procure and hand to the soldier a railway ticket to that new destination, the expense of which will be recoverable by the employer from the Ministry. The present employer must also return to the Officer in Charge of Records the railway warrant which he received from him, and which, in the circumstances, will not be used, along with a statement showing the name and address of the employer to whom the soldier has been sent and the authority therefor.

4. If no contrary instructions are received from the Ministry within the period in question, the employer must hand to the soldier the railway warrant received from the Officer in Charge of Records, and instruct the soldier accordingly.

5. *Immediately upon the soldier leaving the employment* the employer must inform the Officer in Charge of Records accordingly, and must send to the Ministry of Munitions Form *R.C. 6* (which is also issued by the Ministry at the time of the soldier's release), stating that the soldier has left his employment, and stating where he has been sent.

6. If a soldier who has been released to an employer is considered by that employer to be unsuited to the work for which he was released, the employer must conform with the usual regulations above set forth, and must in the interval find employment for the soldier in question.

(*In certain circumstances, men serving with the colours may be released for munitions work in establishments which have not been declared controlled.*)

IV. (*h*) MISCELLANEOUS.

(i) Jury Summonses to Munition Workers.

(Circular L 20.)

If any workmen in a Controlled Establishment whose absence would cause inconvenience or delay in the work, are summoned to serve on juries, they may apply in writing to the Officer by whom the summons is issued to be excused from attendance. It is desirable that a letter should be sent immediately on receipt of the notice to attend, and that this should in each instance be done with the knowledge and sanction of the firm, certified, if possible, in writing.

(ii) Industrial Canteens.

(Circular L 19.)

The continued efficiency of the individual munitions worker and the satisfactory output of munitions are dependent in no small measure upon the health and proper nutrition of the workers. It is important that Controlled Establishments should facilitate arrangements for the adequate provision of food and refreshment to the workers in their employ.

In the event of a canteen being provided by the owner of a Controlled Establishment under the Munitions of War Act, 1915, for the purposes of that establishment, the Minister, in arriving at the profits of such Controlled Establishments for the purpose of Part II. of that Act, will be prepared to give full consideration to capital expenditure incurred by the owner of the Controlled Establishment with the approval of the Central Control Board (Liquor Traffic) in providing the canteen.

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The Central Control Board have appointed a special Canteen Committee for the administration of arrangements in regard to Industrial Canteens, and in the event of a firm proposing to establish such a canteen in their works they may communicate direct with the Committee at—

The Central Control Board (Liquor Traffic),
76, Strand,
London, W.C.

(iii) Reticence, etc.

(Circulars L 11, L 26, and L 38.)

It is very undesirable that information concerning Controlled Establishments should go abroad, and the Minister of Munitions earnestly requests all owners and persons responsible for the management of Controlled Establishments not to make any statements in communicating with any correspondents abroad, which may tend to give any information showing that the establishment is engaged on munitions work, or indicating the character of any such work which is being carried out in the establishment.

Notices should be posted in all establishments engaged on Government work, enjoining, on the workpeople employed therein, proper reticence as to the work with which their establishment is concerned. Copies of such notices will be supplied on request.

Leakage of Information.—Owners of Controlled Establishments are reminded of the paramount importance of taking all possible measures to prevent any leakage of information that might assist the enemy; and they should warn their employees and workmen, particularly any who may be of foreign extraction, that in writing letters to persons abroad no allusion whatever should be made to the kind of work carried on in the establishment. Attention should be drawn to Regulation 18 of the Defence of the Realm Regulations, which makes it an offence to communicate any information of such a nature as is calculated to be, or might be, directly or indirectly useful to the enemy.

Unguarded Conversations.—Owners and managers should also bring to the notice of their employees and workmen the mischief that may be caused by unguarded conversations with persons outside the works, and should see that the posters referred to above are displayed in conspicuous places where they can be easily read.

Directors, secretaries and other officers of companies or firms engaged in the manufacture of munitions should refrain from making public statements or issuing advertisements which disclose the position of works (other than those already well known as munition factories) now engaged in such manufacture, or show directly or indirectly the scope of the Government work on which they are engaged, or the quantities they are able to produce.

Exclusion of Unauthorised Persons.—Danger may also arise from unauthorised persons gaining entrance to places where munitions work is being carried on. No stranger should be allowed access to any such place without express permission from the owner or responsible manager of the establishment; and such permission should only be given after the owner or manager has been fully satisfied as to the *bona fides* of the applicant.

The Minister is confident that all concerned, both employers and employed, will appreciate the necessity of the precautions indicated above and will loyally co-operate in making them effective.

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(iv) Employment of Discharged Soldiers.

(Circular L 10.)

It is important that employers should take full advantage of the source of labour supply now available in the considerable number of soldiers discharged from the army owing to minor disablements.

Apart altogether from the incontestable claim which these soldiers have to special consideration, there is no doubt that they include a number of skilled workmen whose services ought to be used to the fullest possible extent in civil employment, and even in cases where they do not possess a great amount of skill of the kind required in the present emergency, their military training renders them well suited for employment of a responsible kind for which men accustomed to discipline are specially valuable, as, for example, in connection with the manufacture, filling or storage of explosives.

The Board of Trade have made arrangements with the War Office whereby particulars with regard to each discharged soldier are supplied to the Labour Exchanges Department, and that Department is therefore in a position to place discharged soldiers in touch with employers.

Any employer desiring to employ a discharged soldier should *notify his exact requirements to the nearest Labour Exchange*, which will then immediately put him in touch with any discharged soldiers who are unemployed and whose qualifications appear to meet the employer's requirements.

(v) The Union Flag.

(Circulars L 9 and L 45.)

The suggestion was made that all establishments, on being declared Controlled Establishments under the Munitions of War Act, 1915, should display the Union Flag on a prominent part of their buildings as an indication to the workmen employed therein that they were engaged upon work of a national character.

A ready response was made to this suggestion, but after several months of experience it was decided, on grounds of public safety, to request controlled owners to refrain from the display of the Union Flag upon the exterior of any of their establishments which had been declared Controlled Establishments, or were occupied in munitions work.

(vi) Labour Supply.

(Circular L 25.)

No demand for munition workers can be considered by the Minister unless it is addressed in the first place to the nearest Labour Exchange. By arrangement with the Board of Trade, the managers of the Labour Exchanges have been asked to make special arrangements in connection with the demand for labour as it affects the output of munitions of war.

The Minister, in considering whether or not he should take special steps to supply the demand for skilled munition workers at any Controlled Establishment, will have regard to the following points:—

(1) Whether every effort is being made by the establishment to increase its output through the organisation of night-shifts and by working overtime as much as possible.

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(2) Whether the establishment is using unskilled labour, whether of men or of women, to the greatest possible extent, and reserving skilled men for the work which they alone can perform.

(3) Whether the establishment is employing on unessential private work men of the same class as those for whom it is asking in connection with munition work.

(vii) Engagement of Women Workers.

(Circular L 16.)

It is of course of great importance at the present time to prevent any unnecessary disturbance of the labour market, and to ensure that the existing supply of female labour should be organised and controlled to the greatest advantage.

In the view of the Minister, this end can best be attained by giving instructions that application should be made to the Board of Trade Labour Exchanges for any female labour that may be required, instead of engaging such labour at the factory gates.

The Labour Exchanges have been instructed by the Board of Trade to pay special attention to such applications.

(viii) Holidays.

(Circular L 23 and others.)

The Duration of the Holidays which should be given in Controlled Establishments at Christmas, Easter, and other holiday seasons is considered by the Minister, and recommendations on the subject are issued by him, after consultation with the Admiralty. Recommendations specially applicable to holiday seasons in Scotland are also made.

The Minister fully recognises the necessity for some holiday period, both for the health of the workpeople, and also for the overhauling and repair of machinery, and while he would be inclined to interfere as little as possible with local and individual arrangements it will, nevertheless, be recognised that the regular output of munitions should not be interrupted more than is necessary, and further, that it would be desirable that the length of holidays given by all munition and shipbuilding establishments in their respective districts should be substantially the same.

With a view to making Rule 2 of the approved Works Rules (p. 38) available for the purpose of enforcing a prompt return to work after the holiday, it is desirable that clear notice of holidays and of the time of return to work should be given by poster.

He would further suggest that, so far as is practicable, all munitions and shipbuilding establishments in the same district should grant holidays of the same length and on the same dates, and that subject to the foregoing suggestions the usual custom of the district should be followed.

(ix) Rewards for Improved Methods.

(Circular L 42.)

Suitable rewards may be given by owners of Controlled Establishments to workmen and others engaged therein for inventions made by them, or improvements which they initiate in methods of working, whereby acceleration or increase of output is obtained.

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Inventions by owners of such establishments, or improved methods put into operation by them, which accelerate or increase the output, are also matters for which allowance may be claimed, and will, in proper cases, be allowed when the accounts of such establishments are dealt with by the Minister under the Act.

Particulars of the invention made or improvement of method initiated by any workman or workmen or other employee should be submitted to the Minister, and any reward approved by the Minister and paid will be allowed as an expense of the establishment when the Minister is dealing with the accounts of the establishment under the Act.

Any such invention or improvement put into operation by an owner should be notified to the Minister when it is put into operation, and any claim of an owner to any such allowance in respect thereof should be put forward when the Minister is dealing with the accounts of the establishment under the Act.

(x) Armed Guards for Factories.

(Circular L 48.)

In accordance with the recommendations of a Committee recently appointed to consider the precautions and safeguards to be adopted at Munitions Factories, the following procedure has been laid down in regard to the employment of any armed watchmen necessary for the protection of such works:—

(1) Application should be made to the Chief Constable of the District in which the works are situated to have the men who have been selected for the purpose sworn in as Special Constables, it being distinctly understood that the appointment of the men, or any of them, is to be subject to the approval of the Chief Constable and can be terminated by him at any time at his discretion.

(2) The men who are appointed as Special Constables will be subject to the direction and control of the Chief Constable, and the degree to which the person who supervises the watchmen at the works is to be responsible will be a matter of arrangement between the firm and the Chief Constable.

(3) It is clearly to be understood that the Police Authorities incur no liability for the pay of the men or for any allowance or compensation in the event of death, disablement, or injury of any of the men during their employment as watchmen.

(4) Only watchmen employed for external defence should be armed with a shotgun, those for internal protection being provided with a truncheon or life preserver.

(5) The necessary arms and ammunition are to be provided by the firm.

(6) The arms supplied to the watchmen for external defence should be of the sporting type, *e.g.*, a 12-bore, and buckshot cartridges should be used.

(7) Armed men should only be employed where the importance of the work justifies such a precaution.

(8) Managers of Factories should insist upon men of exemplary character being employed on these duties.

(9) *All correspondence relating to this subject should be addressed to the Secretary (for P.M.S.), Ministry of Munitions, Whitehall Place, London, S.W.*

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SECTION V.

INFORMATION REQUIRED BY THE MINISTER.

(Circular L 31.)

Consolidation of Returns.—The Returns required from Controlled Establishments for the purposes of the Ministry have now been consolidated and simplified as far as possible, in such a way as to impose the minimum of clerical work on the staff of the establishment.

A single consolidated Return now replaces all the previous Forms of Returns, other than the detailed Returns of Output of particular articles furnished to the Supply Departments by Controlled Establishments in each case, or such special investigations as the Ministry may from time to time find it necessary to institute. A copy of the Form of Return as issued in May, 1916, will be found in Appendix H (pages 54-56).

Period Covered by Return.—This Return is required to be made monthly by all Controlled Establishments, and is, in their case, a substitute for the Board of Trade Form Z 8 which is no longer required from them.

SECTION VI.

STATUTORY AND OTHER REQUIREMENTS NOT SPECIALLY LIMITED IN APPLICATION TO CONTROLLED ESTABLISHMENTS.

Previous Sections of this Handbook have been limited to matters arising out of those provisions of the Acts which concern Controlled Establishments as such—that is to say, provisions of Sections 4, 5 and 6 of the Act of 1915, and Section 3 (2) and (3), 4, 7 and 15 of the Act of 1916. The remaining provisions of the Acts, the operation of which is not confined to Controlled Establishments, are of too comprehensive a nature to be dealt with within the limits of a handbook, save by reference to the various sections of the Acts, Rules and Orders made thereunder.

Perhaps the most important of these provisions are those which deal with (*a*) the settlement of labour differences, and (*b*) the granting of leaving certificates.

(*a*) Settlement of Labour Differences.

Reference may be made to Appendix L (page 64), which sets out the differences to which Part I of the Principal Act (as amended by Section 9 of the Amending Act) applies, together with the definition of "munitions work." Special attention is drawn to the words "manufacture or repair." These words exclude the obtaining of raw materials, *e.g.*, the winning of coal or the mining of lead or iron.

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It should be noted that under the Principal Act a lock-out or a strike is illegal whether or not the difference has been reported to the Board of Trade. The only case in which a lock-out or a strike on munitions work is legal under the Act is if the difference has been reported to the Board of Trade, and the Board of Trade have failed to refer the matter to an arbitrator within twenty-one days of the report. The Board of Trade are, however, required to refer for settlement differences between an employer and persons employed, which appear to them to be *bona fide*, within twenty-one days of the report.

It is desirable accordingly that the report should be made to the Board of Trade, whether by the employer or the workmen concerned, at the earliest possible moment. It will be seen from Section 1 of the Principal Act that the Board of Trade alone determine whether or not a difference has been reported, and the date of such report. If the difference has been referred to arbitration within twenty-one days, any strike or lock-out on questions relating to munitions work is illegal, irrespective of the date at which the Award is eventually made.

(*b*) Leaving Certificates.

Full information on the subject of Leaving Certificates will be found in the Memoranda (M.M. 14 and M.M. 16) which have been specially prepared for the information of employers and workmen respectively on the subject.

(I.) **Classes of Establishment** covered by the Orders as to Leaving Certificates.

The definition of the classes of establishment to which the provisions as to Leaving Certificates apply is given in the Order of the Minister, dated 14th July, 1915, as follows:—

"**Any establishment, being a factory or a workshop, the business carried on in which consists wholly or mainly in engineering, shipbuilding or the production of arms, ammunition or explosives, or of substances required for the production thereof.**"

By an Order of the Minister, dated 1st May, 1916, the provisions as to Leaving Certificates are also made applicable to—

"(1) Any establishment supplying electrical light or power in cases where the Minister of Munitions certifies that such supply is of importance for the purpose of carrying on munitions work; and

"(2) Any establishment which has been or may hereafter be declared to be a **Controlled Establishment.**"

(II.) **Employment on or in Connection with Munitions Work.**—The definition "**Munitions Work**" will be found on page 64.

(*c*) Alien Labour.

(Circular L 44 and 47.)

Certain restrictions both as to the engagement and employment of aliens have been imposed by the "Aliens Restriction (Consolidation) Order, 1916," as amended by an Order in Council dated 30th March, 1916. This Order applies only to establishments in which Leaving Certificates are required (*see* (*b*) above).

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Engagement of Alien Labour.—No steps may be taken by firms or their approved agents to obtain alien labour not in the United Kingdom for munitions work in the United Kingdom, except with the written permission of the Minister of Munitions. An alien in the United Kingdom may not be engaged for employment on munitions work except through a Board of Trade Labour Exchange.

I. *Aliens already in Employment.*—Information should be sent at once (unless this has already been done) to the Ministry of Munitions (M.M.L.I.), 8, York Buildings, Adelphi, London, specifying the precise number of aliens employed and their nationalities. On receipt of this information the Department will forward to the firm buff forms for Belgians and green forms for aliens of other nationality.

(1). *Belgians.*—The buff form (Form A.E. B 4) is required to be filled up in every detail, and the workman concerned should be instructed to apply at the nearest Police Station, with his official Passport or Provisional Certificate of Belgian nationality, for an **Identity Book.** Should a Belgian not be in possession of an official Passport, he must procure a Provisional Certificate from the nearest Belgian Consul. When the Identity Book has been obtained and completed by the police, it should be attached to the buff form, together with the Passport or Provisional Certificate of Belgian nationality, and forwarded to the Department at the above address. The Passport or Provisional Certificate and Identity Book will then be marked **"Permitted to work on Munitions"** and returned to the employee.

(2). *Aliens other than Belgians.*—A green form (Form A.E. 1) is required to be filled up in every detail, and a photograph of the alien to whom it relates must be attached. The latter should also be instructed to apply to the nearest Police Station, with his Passport or documentary proof of nationality, for an Identity Book, which when obtained and filled in should be attached to the Form A.E. 1, and forwarded, together with the alien's Passport or proof of nationality, to the Department at the above address. The Passport or Nationality Paper and Identity Book will then be marked **"Permitted to work on Munitions"** and returned to the employee.

It is essential that both the buff and the green forms should be fully filled in, and particularly the copy of the certificates of registration on the back of the forms.

All firms employing Aliens are required to carry out the following conditions with the greatest care:—

(*a*) To maintain a Register containing the name, nationality and address of each alien employed.

(*b*) To notify immediately the departure or absence without leave of any alien to the above address, and to the nearest Board of Trade Labour Exchange, giving the Alien's last known address, the circumstances in which he left, and any other information considered relevant.

(*c*) In the case of absence without leave, notification must at once be made to the local Police.

As regards Belgians, however, one point should be noted. As the majority of Belgians working in Munition Factories have already had their papers examined and approved, the

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same amount of examination will not be necessary in their case. The Ministry will not have an inspection of all Belgians or the papers of all, but will arrange to examine only those who have not previously been approved.

II. *Aliens already in the country who are out of employment, or are employed otherwise than in a Munitions Factory.*—Such aliens must be engaged only through the Board of Trade Labour Exchanges, to whom applications must be made on a form provided for the purpose. The Labour Exchange Officials will be responsible for seeing that every Alien placed by them has the necessary permit to work on Munitions endorsed on his papers.

All that employers are required to do is to comply with the conditions stated on the back of the Labour Exchange form referred to above, viz., the ordinary conditions as to paying the current rate of wages, the despatch within seven days to the Minister of Munitions, M.M.L.I. of information that the Alien has been employed, and the maintenance of the three conditions marked (*a*), (*b*) and (*c*) above.

In the event of a firm desiring to employ an Alien who presents himself personally, it is essential that even if his papers bear the necessary endorsement permitting him to work on Munitions, they should direct him to report at the Labour Exchange, and should themselves notify to the Exchange their desire to employ him after the Labour Exchange has made such, if any, enquiries as it may deem to be necessary.

III. *Aliens who may be brought into this country by a firm through their recruiting agents.*—Employers, who are employing, or who wish to employ, a recruiting agent abroad must submit for the approval of the Ministry particulars of such agent, unless he has already been approved by the Ministry, and no aliens recruited by an unapproved agent will be permitted to land in this country.

The approval of agents is liable to revocation by the Ministry, and this power will be promptly exercised in the case of any agent who is found to be sending to this country men of undesirable character, or men not sufficiently skilled, or who is found to neglect to explain the conditions of their employment fully and clearly, or who is found to have made mis-statements with regard to the conditions of employment to the Aliens at the time he engages them. It is essential that it should be clearly stated in the contract entered into through the recruiting agent with the Aliens in their own country that employment will be found for them for the period of the contract unless they leave work of their own accord. Their attention must, moreover, be directed to the fact that they will not be permitted to return to their own country until the conclusion of the war, as it is of importance that no Alien should be in a position to claim that he was induced to come to this country under misapprehension as to the length of stay required of him.

It is further of great importance that adequate arrangements should be made to test the skill of the workman before he is brought over to this country, as the military authorities are prepared to agree only in exceptional circumstances to the repatriation of Aliens, and an adequate workshop test will prevent a firm from being saddled with Aliens who may prove to be incompetent or unsatisfactory.

When the Aliens who have been hired by an approved recruiting agent have had their contracts explained to them and been duly tested as to competence at their trade, steps should be taken by the recruiting agent to see that they are provided with Passports issued within the last two years, and these Passports must be submitted for the visa of a British Consul before the Aliens embark for this country. On arrival here they will be subjected to the usual examination by the Aliens Officers, and on being passed by the Aliens Officers,

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and allowed to land, they must be produced for inspection before any Officer deputed for the purpose by the Ministry of Munitions at such place as the Officer may appoint. The Aliens will be required to obtain an identity book, and if their credentials and character are found to be satisfactory they will have an endorsement entered on their passport and identity book that they are permitted to work on Munitions. They may then be despatched to the Munitions Works in which they are to be employed. All that remains for the employer to do is to see that conditions (*a*), (*b*) and (*c*) above are carefully observed.

An Alien who is brought to this country to work for one firm, and who subsequently leaves it and desires to enter the employ of another will come under II. above as soon as he leaves the original firm, and he can only be engaged by such other firm through a Board of Trade Labour Exchange.

(*d*) Munitions Tribunals.

Information regarding the constitution and procedure of Munitions Tribunals will be found in a special Memorandum on the subject which has been issued (M.W.M. T. 2). Reference to this Memorandum should be made in cases where proceedings before a Munitions Tribunal are in contemplation.

(*e*) Rules and Orders.

Various Rules and Orders have also been issued, which supplement the provisions of the Acts themselves, viz. :—

(1) The Munitions (Leaving Certificates) Rules, 1916.

(2) The Munitions (Tribunals) Rules, 1916.

(3) The Munitions Tribunals (Appeal) Rules, 1916.

(4) The Munitions (War Service Badges) Rules, 1916.

(5) Orders in regard to materials made under Section 9 (1) (*a*) of the Act of 1916.

(*f*) Circulars.

Various circulars dealing with subjects connected with the production of munitions, but not necessarily connected with Controlled Establishments, have been issued from time to time for the guidance of employers. The most important are :—

(1) Circular as to training of Munitions Workers.

(2) Attestation—Circulars M.S.A. (1) and (2), M.M. 8, Attestation 3, Revision (1) and (2) and others.

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(*g*) Memoranda.

The following Memoranda have now been prepared by the Health of Munition Workers' Committee and issued :—

No. 1. Sunday Labour.
„ 2. Welfare Supervision.
„ 3. Industrial Canteens.
„ 4. Employment of Women.
„ 5. Hours of Work.
„ 6. Canteen Construction and Equipment (Appendix to No. 3).
„ 7. Industrial Fatigue and its Causes.
„ 8. Special Industrial Diseases.
„ 9. Ventilation and Lighting of Munition Factories and Workshops.
„ 10. Sickness and Injury.

Copies of any of the above Rules, Orders, Circulars or Memoranda will be supplied on request, or can be purchased (price 1*d.* to 4*d.*) either directly, or through any bookseller from Messrs. Wyman & Sons, Ltd., 29, Breams Buildings, Fetter Lane, E.C.

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APPENDIX A.

LIMITATION OF PROFITS.

RULES MADE BY THE MINISTER OF MUNITIONS IN PURSUANCE OF SECTION 5 (4) OF THE MUNITIONS OF WAR ACT, 1915, WITH RESPECT TO THE LIMITATION OF PROFITS OF A CONTROLLED ESTABLISHMENT.

The Minister of Munitions in pursuance of Section 2 of the Rules Publication Act, 1893, hereby certifies that on account of urgency it is desirable that the following Rules should come into immediate operation, and he therefore in pursuance of the above Section and Section 5, sub-section 4, of the Munitions of War Act, 1915, hereby makes the following Rules, to come into operation forthwith as Provisional Rules :—

1. These Rules may be cited as "The Munitions (Limitation of Profits) Rules, 1915."

2. In these Rules, unless the context otherwise requires :—

"The Act" means the Munitions of War Act, 1915.

"The Minister" means the Minister of Munitions for the time being.

"Controlled Establishment" means an establishment or part of an establishment in respect of which an order has been made by the Minister pursuant to Section 4 of the Act.

"Controlled Owner" means the company, firm or person by whom a Controlled Establishment is for the time being owned or managed.

"Period of Assessment" means any period within the period of control for which profits are to be ascertained for the purposes of the Act.

"Period of Control" means the period commencing with the date specified by the Minister upon making an order under Section 4 of the Act declaring an establishment to be a Controlled Establishment, and ending on the date when such establishment ceases to be controlled under the Act.

"Standard Period" means the two financial years of a Controlled Establishment completed next before the 4th August, 1914.

"Standard Amount of Profits" means the average of the amount of the net profits of a Controlled Establishment for the standard period ascertained or determined in accordance with the Act and these Rules, or a proportionate part thereof.

"The Referee" means the Referee or the Board of Referees referred to in Section 5 (3) of the Act.

"Audited" means audited by a chartered or incorporated accountant or by an accountant approved in any particular case by the Board of Trade.

3. The Interpretation Act, 1889, shall apply for the purpose of the interpretation of these Rules as it applies for the purpose of the interpretation of an Act of Parliament.

NET PROFITS OF A CONTROLLED ESTABLISHMENT.

4. For the purposes of these Rules net profits of a Controlled Establishment shall be deemed to be profits which would have accrued to the controlled owner in respect of work done in such establishment if such profits had been arrived at before bringing into account any sums in respect of income tax or interest or (except so far as the Minister may otherwise allow, or as may be necessary in any case where net profits or losses of any other establishment belonging to the

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controlled owner are brought into account for the purpose of the Act or these Rules) in respect of assets not employed in the Controlled Establishment, and (subject as aforesaid) after allowing proper selling, office, or other expenses, or apportionments thereof.

Standard Amount of Profits.

5. Within six weeks of being requested by the Minister so to do the controlled owner shall deliver to the Minister such audited accounts and particulars in respect of the Controlled Establishment and of any other establishment belonging or partly belonging to the controlled owner as the Minister may require.

6. As soon as may be after the receipt by the Minister of the accounts and particulars referred to in Rule 5, or where any controlled owner has failed to supply the Minister with the same or any of them within the time appointed, then as soon as may be thereafter the Minister shall deliver to the controlled owner notice of the amount at which the Minister is prepared to agree the standard amount of profits, and unless within fourteen days thereafter the controlled owner shall serve upon the Minister notice of objection, the said amount shall be deemed to have been agreed and to be the standard amount of profits. If objection shall be so served and the Minister and the controlled owner are unable to settle the standard amount of profits by agreement, the matter shall be remitted by the Minister to the Referee for determination.

The amount which the Referee shall thereupon determine shall be deemed to be the standard amount of profits, whether the amount so determined be greater or less than the amount which the Minister was prepared to agree as aforesaid.

Net Profits for a Period of Assessment.

7. (i) The accounts in respect of a Controlled Establishment for any financial year or period which includes a period of assessment shall, unless the Minister otherwise allows or requires, be made up to dates corresponding to those to which, and on the same basis as nearly as may be, as the accounts in respect of that establishment for the standard period were made up.

(ii) Where any such financial year or period is greater than the period of assessment, the net profits for the period of assessment shall, unless the Minister otherwise allows or requires, for the purposes of these Rules, be taken to be the same proportion of the net profits for the financial year or period as the period of assessment is of the financial year or period.

(iii) Except so far as the Minister shall otherwise expressly declare in any particular case, no period of assessment shall be of greater length than one year, and if and whenever the Minister shall consider it necessary so to do, he shall fix the dates at which any period of assessment shall be deemed to commence and terminate.

8. Within three calendar months of the expiration of any financial year or period covering a period of assessment the controlled owner shall deliver to the Minister :—

(*a*) Audited accounts and particulars for that financial year or period similar to those relating to the standard year or period required under Rule 5 ;

(*b*) A statement setting out the adjustments (if any) which he claims should be made in the accounts so delivered in respect of any matter to which due consideration may be given under Rule 9, and whether he requests any addition to the standard amount of profits under Rule 10 ;

(*c*) A declaration (which if so required by the Minister shall be a statutory declaration) made by the controlled owner and his auditor (or in the case of the controlled owner being an incorporated company, by the chairman or managing director or the responsible officer and the auditor of the company), declaring that the accounts are prepared strictly in accordance with Rule 7, except so far as is otherwise expressly therein declared, and that neither the controlled owner nor such officer has been party or privy to any transaction which might operate to prejudice the Exchequer in respect of excess profits under the Act.

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9. In determining the net profits for any period of assessment, due consideration shall be given to, and any appropriate adjustments may be made in respect of all or any of the following matters, that is to say :—

(*a*) Exceptional wear and tear of plant, buildings and machinery ;

(*b*) Capital expenditure specially incurred for the purpose of munitions work ;

(*c*) The probable value to the controlled owner at the end of the period of control of any plant, buildings, or machinery erected or installed or other expenditure incurred for munitions work, since the 4th August, 1914 ;

(*d*) Special provisions or terms of any contracts entered into between the Government and the controlled owner ;

(*e*) Any exceptional services rendered by the controlled owner in connection with the Controlled Establishment ;

(*f*) Any increase in salaries or other emoluments of any persons engaged in the management or direction of the Controlled Establishment made since the end of the standard period, or any steps taken since the end of that period which might operate to decrease net profits ;

(*g*) Generally any other matter which may appear to the Minister, or to the Referee, as the case may be, material to be taken into account ;

Any such adjustments may be made either by additions to or deductions from the standard amount of profits or by way of charges or disallowance of charges against profits for the period of assessment.

10. (i) For the purpose of ascertaining the excess of the net profits of a Controlled Establishment for any period of assessment in any case where (*a*) the average amount of capital employed in a Controlled Establishment during the period of assessment is greater than the average during the standard period, or (*b*) the volume of output of a Controlled Establishment for the period of assessment is proportionately greater than the volume of output for the standard period, there shall, at the request of the controlled owner, be added to the standard amount of profits whichever of the following sums may be greater, that is to say :—

(*a*) Such sum (in lieu of, or, at the discretion of the Minister, in addition to the one-fifth referred to in Section 5 (1) of the Act) as shall be equivalent to interest at the rate of eight per centum per annum on such amount as the Minister shall decide is the amount of the additional average capital, or

(*b*) Such sum (in lieu of, or, at the discretion of the Minister, in addition to the said one-fifth) amounting to such fraction of the additional net profits which in the opinion of the Minister might fairly have been earned in the standard period by an equivalent additional volume of output as the Minister shall decide will, in the circumstances of the case, afford a reasonable return in respect of the additional volume of output.

In determining what is additional average capital for the purposes of this Rule, capital provided by the Government shall be excluded, but temporary loans (other than capital so provided) and undivided ascertained profits employed in the business may be treated as capital.

For the purposes of this Rule the output of a Controlled Establishment for a period of assessment shall be deemed to be the same proportion of the output for the financial year or period which covers the period of assessment which the period of assessment is of that financial year or period.

(ii) The Minister shall, when delivering to the controlled owner notice of the amount at which the Minister is prepared to agree the net profits for any period of assessment to which this Rule applies, state the sum which the Minister has decided shall be added under this Rule to the standard amount of profits.

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If the controlled owner when serving on the Minister notice of objection to the amount at which the Minister is prepared to agree such net profits, shall also serve notice that he objects to the sum which the Minister has decided is to be added under this Rule to the standard amount of profits, the Referee, in determining the net profits for the said period of assessment, shall have the like power to that conferred upon the Minister by this Rule and the sum (if any) added by the Referee to any standard amount of profits under this Rule may be greater or less than the sum which the Minister decided was to be added thereto.

11. As soon as may be after the receipt by the Minister of the accounts and particulars referred to in Rule 8 and such other accounts and particulars as the Minister may have required, or where any controlled owner has failed to supply the Minister with the same or any of them within the time appointed, then so soon as may be thereafter the Minister shall deliver to the controlled owner notice of the amount at which the Minister is prepared to agree the net profits for the period of assessment, and unless within fourteen days thereafter the controlled owner shall serve upon the Minister notice of objection, the said amount shall be deemed to have been agreed and to be the net profits for such period of assessment. If objection shall be so served and the Minister and the controlled owner are unable to settle such net profits by agreement, the matter shall be remitted by the Minister to the Referee for determination.

The amount which the Referee shall thereupon determine shall be deemed to be the net profits for such period of assessment, whether the amount so determined be greater or less than the amount which the Minister was prepared to agree as aforesaid.

12. In ascertaining or determining net profits for the final period of assessment proper adjustments may be made in respect of the whole period of control in regard to any matters referred to in Rule 9, so far as it may then be shown that sufficient adjustments have not been made in regard thereto in ascertaining or determining net profits for any previous period or periods of assessment.

13. (i) Any excess of the net profits of any Controlled Establishment for any period of assessment over the amount thereof divisible under the Act as ascertained or determined in accordance with the Act and these Rules shall be paid to the Minister for the credit of the Exchequer by the controlled owner within fourteen days after the amount of such excess has been ascertained or determined, or in any special circumstances within such extended time as the Minister may allow, and the Minister may make such allowance on such terms as he shall in each case think proper.

(ii) If in the opinion of the Minister a substantial sum will be payable to the Minister for the credit of the Exchequer as the excess of the net profits of any Controlled Establishment for any period of assessment, then notwithstanding that the amount of such net profits has not been ascertained or determined the Minister may, after the expiration of the period fixed by Rule 8 for the delivery of accounts, require provisional payment to be made to him for the credit of the Exchequer on account of such excess in such manner as he shall direct, and payment shall be made by the controlled owner accordingly.

(iii) If on making any such adjustments as are provided for by Rule 12, it shall be shown that a controlled owner has paid to the Minister for the credit of the Exchequer more than having regard to such adjustments he should have paid, the Minister shall on the application of the controlled owner refund to him the amount so overpaid.

General.

14. (i) All balance sheets, accounts and statements relating to any Controlled Establishment shall be subject to examination by an accountant nominated by the Minister, and the controlled owner shall at all reasonable times afford to such accountant proper facilities for inspecting all books, documents and records relating to the Controlled Establishment or any other establishment belonging or partly belonging to the controlled owner, which may be necessary to enable such accountant properly to examine and check any such balance sheets, accounts or statements, and shall afford to any other person nominated by the Minister access to and proper facilities for

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inspecting any plant, stock and other assets of any such establishment and any documents and sources of information which may be necessary for the performance of his duties, and the controlled owner shall give to or procure for the said accountant all accounts and information and for any such other person all information which may be necessary for such purposes. The controlled owner shall at all times furnish to the Minister or to the Referee all such documents and information as they may respectively require with regard to the Controlled Establishment or any other establishment belonging to the controlled owner.

(ii) If any question shall arise as to whether any inspection, extract or information required by any such accountant or such other person under this Rule is necessary for any such purpose, the matter in difference shall on the application of either party thereto, or may at the instance of the Minister, be referred to and shall be determined by the Referee.

15. Any time limited by these Rules may be extended by the Minister from time to time and that notwithstanding that the time limited has expired.

16. In the event of a Board of Referees being appointed or designated by the Minister under the Act, two members of the Board shall constitute a quorum.

17. The decision of the Referee on any matter referred to him shall be conclusive on the matter for all purposes.

18. Any notice or other document required by these Rules to be served or delivered may be sent through the post properly addressed in a prepaid registered letter, and unless the contrary is proved, shall be deemed to have been served or delivered in the ordinary course of post.

19. Any failure to comply with any provision of these Rules after being required so to do by the Minister shall be an offence under the Act.

20. These Rules shall come into force on the fifteenth day of September, 1915.

Signed by order of the Minister of Munitions this fifteenth day of September, 1915.

H. LLEWELLYN SMITH,
General Secretary to the Ministry of Munitions.

MINISTRY OF MUNITIONS,
6, WHITEHALL GARDENS, S.W.

APPENDIX A1.

LIMITATION OF PROFITS.

PROCEDURE TO BE FOLLOWED ON APPLICATIONS AND REFERENCES TO THE BOARD OF REFEREES APPOINTED UNDER SECTION 5, SUB-SECTION (3) OF THE MUNITIONS OF WAR ACT, 1915 (HEREAFTER REFERRED TO AS THE REFEREE).

(1) Within 14 days of a Controlled Owner receiving from the Minister notice in writing that any matter has been referred to the Referee for decision, the Controlled Owner shall deliver to the Referee a statement of his case made out in accordance with Form A hereto annexed, together with a concise statement or statements of the facts upon which he relies to support his contentions. Such statement or statements of facts shall be verified by statutory declaration of the Controlled Owner or some other responsible person. Such statements should be set out in numbered paragraphs and contain material facts only.

(2) One copy of each of the foregoing documents shall also at the same time be served by the Controlled Owner upon the Minister.

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(3) The Minister will within 14 days of the receipt of the said documents deliver to the Referee and to the Controlled Owner a statement showing the contentions of the Minister on the matters in dispute, and to what extent the Minister admits or does not admit the accuracy of the statement of facts delivered by the Controlled Owner.

(4) By agreement between the Minister and a Controlled Owner any matter may be referred to the Referee for decision without a hearing. In such case a written statement of the material facts agreed and signed by or on behalf of the Minister and the Controlled Owner and the contentions in writing of each party on the matter referred shall be lodged by the Minister with the Referee.

(5) The Referee will appoint times and places for hearing any matters referred and will where necessary give directions as to proof and procedure, and the Referee may adjourn any hearing as he thinks fit.

(6) The Controlled Owner may attend before the Referee in person or by a duly appointed representative. In case the Controlled Owner desires to attend otherwise than in person he shall give notice to the Minister and to the Referee not less than four days before the time fixed for any appointment or hearing. Such notice shall state by whom and in what manner the applicant intends to be represented, and where the applicant intends to be represented by Counsel not more than one Counsel will be heard without the previous consent of the Referee.

(7) The Minister may appear before the Referee by any representative appointed by him or by such officer as he may authorize to make such appointment. If the Minister intends to be represented on any appointment by Counsel or Solicitor the Minister shall give to the Controlled Owner and the Referee notice of such intention not less than four days before the time fixed for any appointment or hearing. Such notice shall state in what manner the Minister intends to be represented.

(8) If either the Controlled Owner or the Minister gives notice of his intention to be represented by Counsel or Solicitor at any appointment or hearing the other party to the appeal may be similarly represented on such appointment or hearing without special notice.

(9) When any statement or document is to be delivered to or served upon the Referee the same shall be accompanied by three copies thereof.

(10) Delivery of Notices and Documents shall be made :—

(*a*) To the Referee by registered letter addressed to the Clerk of the Referee at 27, Abingdon Street, Westminster, S.W.

(*b*) To the Minister by registered letter addressed as follows :—

MINISTRY OF MUNITIONS,
"C" Section,
6, Whitehall Gardens,
Westminster, S.W.

(*c*) To a Controlled Owner by registered letter addressed to him at the Controlled Establishment or such other address (if any) as he may have intimated in the statement delivered pursuant to paragraph (1) of these provisions.

(11) The procedure laid down by these provisions may be amended either in any particular case or generally by further or substituted provisions made by the Referee as may appear to him needful.

(12) Expressions used in these provisions shall have the meanings assigned to them by the Munitions (Limitation of Profits) Rules for the time being in force.

Dated this 7th day of April, 1916.

H. BABINGTON SMITH,
Chairman.

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LIMITATION OF PROFITS OF CONTROLLED ESTABLISHMENTS.

I/We, the undersigned, give notice that I/We object to the decision [or requirements] of the Minister on the undermentioned matters which have been referred by the Minister to the Board of Referees appointed pursuant to Section 5, Sub-section (3) of the Munitions of War Act, 1915.

Dated 191 .

NOTE.—Here set out shortly the decision or requirements of the Minister to which objection is taken, the grounds of such objection, and the contentions which the Controlled Owner will put forward before the Board of Referees on the hearing. Any notice which does not give these particulars may be rejected by the Board of Referees.

APPENDIX B.

WORKS RULES.

THE MUNITIONS (ORDERING OF WORK) REGULATIONS, 1916, DATED FEBRUARY 18, 1916, MADE BY THE MINISTER OF MUNITIONS IN PURSUANCE OF SECTION 4 (5) OF THE MUNITIONS OF WAR ACT, 1915 (5 & 6 GEO. 5, c. 54), WITH RESPECT TO THE GENERAL ORDERING OF THE WORK IN A CONTROLLED ESTABLISHMENT IN ENGLAND AND IRELAND.

The Minister of Munitions, in pursuance of Section 4, sub-section 5, of the Munitions of War Act, 1915, hereby makes the following Regulations :—

(1) The owner of any Controlled Establishment shall, as soon as practicable, post Rules relating to Order, Discipline, Time-keeping, and Efficiency conspicuously in his establishment so as to bring them effectively to the knowledge of workmen employed therein.

(2) Such Rules shall be in the form set out in the Schedule hereto or such other form as may be approved by the Minister, and shall be so posted as to be entirely separate and clearly distinguishable from any other rules or notices in the establishment.

(3) Every person employed in the establishment shall comply with any rule so posted, and any person so employed who acts in contravention of, or fails to comply with any such Rules shall be guilty of an offence under the Munitions of War Act, 1915.

Provided that no proceedings shall be taken under the Rules so posted in respect of a refusal to work on Sunday.

(4) No proceedings shall be taken before a Munitions Tribunal in respect of breaches of rules other than of the Rules made and posted in accordance with these Regulations, and any such other rules shall be so worded and entitled as to avoid all possibility of confusion with the Rules made under these Regulations.

(5) Any person who acts in contravention of, or fails to comply with any of these Regulations shall be guilty of an offence under the Munitions of War Act, 1915, and shall be liable to a fine not exceeding £3 in respect of each such offence.

(6) The Munitions (Ordering of Work) Regulations, 1915, are hereby revoked.

(7) These Regulations may be cited as the Munitions (Ordering of Work) Regulations, 1916, and shall come into force on the twenty-eighth day of February, 1916.

Signed by Order of the Minister of Munitions this eighteenth day of February, 1916.

H. LLEWELLYN SMITH,
General Secretary to the Minister of Munitions.

Ministry of Munitions of War,
6, Whitehall Gardens, S.W.

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Schedule.

MUNITIONS OF WAR ACTS, 1915 AND 1916.

RULES FOR CONTROLLED ESTABLISHMENTS RELATING TO ORDER, DISCIPLINE, TIME-KEEPING, AND EFFICIENCY, APPROVED BY THE MINISTER OF MUNITIONS, AND POSTED BY THE OWNER IN ACCORDANCE WITH THE MUNITIONS (ORDERING OF WORK) REGULATIONS, 1916, IN PURSUANCE OF SECTION 4 (5) OF THE MUNITIONS OF WAR ACT, 1915.

1. *Application.*—These Rules shall apply to every person employed in the..... being a Controlled Establishment under Section 4 of the Munitions of War Act, 1915, and Schedule II of the Act. The posting of these Rules conspicuously in the establishment in accordance with the Regulations shall be deemed to be due notice of their contents to persons employed therein.

2. *Regularity and Diligence.*—Every person employed in the establishment, whether on time, piece, or otherwise, shall attend regularly and work diligently during the ordinary working hours of the establishment, and a reasonable amount of overtime, if required, unless he has previous leave of absence for holidays or otherwise, or is prevented by sickness or some other unavoidable cause which shall be immediately reported.

3. *Suspension of Restrictions.*—No person employed shall insist or attempt to insist on the observance either by himself or by any other person employed of any rule, practice, or custom tending to restrict the rate of production on any class of work, or to limit the employment of any class of person, or otherwise tending to restrict production or employment.

4. *Sobriety and Good Order.*—No person employed shall—

(*a*) Be the worse for liquor in the establishment or bring intoxicating liquors into the establishment.
(*b*) Refuse or neglect to obey the lawful orders of any person having authority over him.
(*c*) Create or take part in any disturbance in the establishment, or use abusive language or otherwise interfere with or annoy any other person employed in the establishment.
(*d*) Tear down or deface any regulations, rules or other notices posted in the establishment in pursuance of the Munitions of War Act.

5. *Saving for other Shop Rules.*—Nothing in these Rules shall affect any other Shop Rules made by the owner of the establishment or his power to impose fines for breach of such Rules subject to the provisions of the Truck Acts. Provided that no fine shall be imposed under any such other Rules for any offence which has been brought before a Munitions Tribunal.

Any person convicted of a breach of any of these Rules is liable on conviction before a Munitions Tribunal to a fine not exceeding £3 for each offence.

The above are the only Rules of the establishment in respect of which proceedings may be taken before a Munitions Tribunal.

Note.—The above Regulations are operative in England and Ireland. The Munitions (Ordering of Work) Regulations (Scotland), 1916, only differ from the above in that they have a separate title and come into force on a different date (the 6th March, 1916).

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APPENDIX C.

Extract from Order of the Minister of Munitions made in pursuance of Section 6 of the Munitions of War (Amendment) Act, 1916.

Whereas Section 6 of the Munitions of War (Amendment) Act, 1916, provides as follows :—

6.—(1) Where female workers are employed on or in connection with munitions work in any establishment of a class to which the provisions of Section 7 of the principal Act as amended by this Act are for the time being applied by an order made thereunder, the Minister of Munitions shall have power by order to give directions as to the rate of wages, or (subject, so far as the matter is one which is dealt with by the Factory and Workshops Acts, 1901 to 1911, to the concurrence of the Secretary of State) as to hours of labour, or conditions of employment of the female workers so employed.

(2) Any directions given by the Minister of Munitions under this section shall be binding on the owner of the establishment and any contractor or sub-contractor employing labour therein and the female workers to whom the directions relate, and any contravention thereof or non-compliance therewith shall be punishable, in like manner as if the order in which the direction is contained was an award made in settlement of a difference under Part I of the principal Act.

(3) No direction given under this section shall be deemed to relieve the occupier of any factory or workshop from the obligation to comply with the provisions of the Factory and Workshops Acts, 1901 to 1911, or of any orders or regulations made thereunder, or to affect the liability of any person to be proceeded against for an offence under the Employment of Children Act, 1903, so however that no person be twice punished for the same offence.

And whereas the establishments named in the 2nd Schedule hereto are establishments of a class to which the provisions of Section 7 of the principal Act, as amended by the Munitions of War (Amendment) Act, 1916, are for the time being applied by an order made thereunder, Now, therefore, in pursuance of the above-mentioned powers, the Minister of Munitions hereby orders and directs that the directions contained in the 1st Schedule hereto regarding the wages of female workers employed on or in connection with munitions work shall take effect and be binding upon the owners of the establishments named in the 2nd Schedule hereto and any contractor or sub-contractor employing labour in any such establishment and the female workers to whom the directions relate as from February 28th, 1916.

Dated this 24th day of February, 1916.

Signed on behalf of the Minister of Munitions,

H. LLEWELLYN SMITH,
General Secretary.

Ministry of Munitions of War,
6, Whitehall Gardens, London, S.W.

First Schedule.

Directions relating to the Employment and Remuneration of Women on Munition Work of a class which prior to the War was not recognized as Women's Work in Districts where such work was customarily carried on.

(Note.—*These Directions are on the basis of the setting up of the Machines being otherwise provided for. They are strictly confined to the War period and are subject to the observance of the provisions of Schedule II. of the Munitions of War Act.*)

1. Women of 18 years of age and over employed on time, on work customarily done by men, shall be rated at £1 per week, reckoned on the usual working hours of the district in question for men in Engineering establishments.

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This, however, shall not apply in the case of women employed on work customarily done by fully-skilled tradesmen, in which case the women shall be paid the time rates of the tradesmen whose work they undertake. Overtime and night-shift and Sunday and holiday allowances payable to men shall also be made to women.

2. Where women are prevented from working, owing to breakdown, air raid, or other cause beyond their control, they shall be paid for the time so lost at the rate of 15*s.* a week as above, unless they are sent home.

3. Women shall not be put on piece work or premium bonus systems until sufficiently qualified. The period of qualification on shell work shall not, in general case, exceed three to four weeks.

4. Where women are employed on piece work they shall be paid the same piece work prices as are customarily paid to men for the job.

5. Where women are engaged on premium bonus systems, the time allowed for a job shall be that customarily allowed to men for the same job, and the earnings of the women shall be calculated on the basis of the man's time rate.

6. Where the job in question has not hitherto been done on piece work or premium bonus system in the establishment, the piece work price, or the time allowed, shall be based on a similar job previously done by men, on piece work or premium bonus system as the case may be.

7. Where in the establishment in question there are no data from previous operations to enable the parties to arrive at a piece work price or time to be allowed, the price or the time to be allowed shall be so adjusted that the women shall receive the same percentage over the time rate of the class of men customarily employed on the job, as such man would have received had he undertaken the job on piece work or premium bonus system as the case may be.

8. The principle upon which the directions proceed is that on systems of payment by results equal payment shall be made to women as to the men for an equal amount of work done.

9. Piece work prices and premium bonus basis times shall be fixed by mutual agreement between the employer and the woman or women who perform the work.

10. On piece work every woman's time rate, as per Clause 1 hereof, shall be guaranteed irrespectively of her piece work earnings. Debit balances shall not be carried forward beyond the usual weekly period of settlement.

11. On premium bonus systems every woman's time rate, as per Clause 1 hereof, shall in all cases be paid.

12. Overtime and night-shift and Sunday and holiday allowances shall be paid to women employed on piece work or premium bonus system on the same conditions as now prevail in the case of men in the district in question for time work.

13. Piece work prices and premium bonus time allowances, after they have been established, shall not be altered unless the means or method of manufacture are changed.

14. All wages and balances shall be paid to women through the Office.

15. Any question which arises as to the interpretation of these directions shall be determined by the Minister of Munitions.

Extract from Second Schedule

LIST OF ESTABLISHMENTS.

EXTRACT FROM **Order** OF THE MINISTER OF MUNITIONS MADE IN PURSUANCE OF **Section 7 of the Munitions of War (Amendment) Act, 1916.**

Whereas Section 7 of the Munitions of War (Amendment) Act, 1916, provides as follows :—

7. The Minister of Munitions shall have power by order to give directions as to the rate of wages, hours of labour, or conditions of employment of semi-skilled and unskilled men employed in any Controlled Establishment on munitions work being work of a class which, prior to the war, was customarily undertaken by skilled labour, or as to the time rates for

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the manufacture of complete shell and fuses and cartridge cases in any Controlled Establishment in which such manufacture was not customary prior to the war; and any direction so given shall be binding on the owner of the establishment, and any contractor or sub-contractor employing labour therein, and the workers to whom the directions relate, and any contravention thereof or non-compliance therewith shall be punishable, in like manner as if the order in which the direction is contained was an award made in settlement of a difference under Part I. of the principal Act.

Now therefore in pursuance of the above-mentioned powers the Minister of Munitions hereby orders and directs that the directions contained in the First Schedule hereto shall take effect and be binding upon the owners of the establishments named in the Second Schedule hereto (being Controlled Establishments), and any contractor or sub-contractor employing labour therein, and the workers to whom the directions relate as from February 28th, 1916.

Dated this 24th day of February.

Signed on behalf of the Minister of Munitions.

H. LLEWELLYN SMITH,
General Secretary.

Ministry of Munitions of War,
6, Whitehall Gardens, London, S.W.

First Schedule.

DIRECTIONS RELATING TO THE EMPLOYMENT AND REMUNERATION OF SEMI-SKILLED AND UNSKILLED MEN ON MUNITION WORK OF A CLASS WHICH PRIOR TO THE WAR WAS CUSTOMARILY UNDERTAKEN BY SKILLED LABOUR.

(NOTE.—*These Directions are strictly confined to the War period and are subject to the observance of Schedule II. of the Munitions of War Act.*)

GENERAL.

1. Operations on which skilled men are at present employed, but which by reason of their character can be performed by semi-skilled or unskilled labour, may be done by such labour during the period of the war.

2. Where semi-skilled or unskilled male labour is employed on work identical with that customarily undertaken by skilled labour, the time rates and piece prices and premium bonus times shall be the same as customarily obtain for the operations when performed by skilled labour.

3. Where skilled men are at present employed they shall not be displaced by less skilled labour unless other skilled employment is offered to them there or elsewhere.

4. Piecework prices and premium bonus time allowances, after they have been established, shall not be altered unless the means or methods of manufacture are changed.

5. Overtime, night shift, Sunday and holiday allowances shall be paid to such machinemen on the same basis as to skilled men.

Time Ratings for the Manufacture of complete shell and fuses and cartridge cases, where not hitherto customary.

6. Where the manufacture of this class of munitions was not customarily undertaken by the establishment prior to the war, the following time ratings shall apply :—

(*a*) Semi-skilled and unskilled men of 21 years of age and over, when engaged as machinemen on the above manufacture, shall be paid a time rate of 10*s.* per week lower than the time rate for turners, including war bonuses, engaged in the engineering trade of the district, but in no case shall the rate paid to such men be less than 28*s.* per week of the normal district hours. This rate also includes all war bonuses already granted.

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(*b*) Where a semi-skilled or unskilled man of 21 years of age and over has had no experience previously of the operation he is called upon to perform, his starting rate shall be 26*s*. per week, which shall be paid during his period of training, but such period shall not exceed two months from the date at which he commenced work as a machineman.

(*c*) The time rates payable to setters up shall not be less than as follows :—

Setting up of fuse-making machines, 10*s*. per week over the current district time rate for turners.

Setting up of shell-making machines, 5*s*. per week over the current district time rate for turners.

These extras are in addition to any war bonuses which have been granted.

INTERPRETATIONS.

7. Any question which arises as to the interpretation of these Directions shall be determined by the Minister of Munitions.

Extract from Second Schedule.

LIST OF ESTABLISHMENTS.

APPENDIX D.

CIRCULAR L 30.

MEMORANDUM CONTAINING CIRCULARS AND RELEVANT PROVISIONS OF MUNITIONS OF WAR ACTS BEARING ON **DILUTION OF LABOUR.**

[*The Provisions and Recommendations which follow are strictly confined to the War Period and are subject to the observance of Schedule* II *of the Munitions of War Act*, 1915, *and to the relevant provisions of the Munitions of War Amendment Act*, 1916 (*see Appendix to Circular, page* 45).]

(i) CIRCULAR L 2.

Relating to the Employment and Remuneration of Women on Munition Work of a class which prior to the War was not recognised as Women's Work in Districts where such work was customarily carried on. (*Reprinted on pp.* 40–41.)

(ii) CIRCULAR L 3.

Relating to the Employment and Remuneration of Semi-skilled and Unskilled Men on Munition Work of a class which prior to the War was customarily undertaken by Skilled Labour. (*Reprinted on pp.* 42–43.)

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(iii) CIRCULAR L 6.

Notes on the Dilution of Skilled Labour prepared by the Munitions Labour Supply Committee for Guidance of Controlled Establishments.

A. (*Section dealing with Alterations in Working Conditions, reproduced in Section IV (b), p. 12.*)

B. Shell Work.

It would appear desirable that women under 18 years of age should not be employed on shell over 6 pdrs.

C. Women on Skilled Work.

The Minister is of opinion that before female labour is hereafter employed in the highly skilled branches of the engineering trades the proposal of the employer in question should be submitted to the Ministry for approval.

D. Working Hours.

The desirability of working the three-shift system as compared with the two shift system, when this is otherwise feasible, has been referred by the Minister to the Committee appointed by him regarding Industrial Fatigue and Hours of Labour for consideration and report.

E. Sunday Work.

This question has also been referred by the Minister to the Committee above-named.

F. Superintendence of Female Labour.

The Minister is of opinion that where females are employed they should be supervised by a forewoman, who would act as intermediary between the workers and the shop foreman or manager.

G. Provision of Overalls and Caps.

In the interest of safety, the Minister recommends that female workers should be supplied by the employers with Caps and Overalls, and that suitable arrangements should be made for the necessary washing of these.

H. Night-Shifts.

It appears desirable that where two shifts are in operation female labour should, as far as is reasonably practicable, be employed on the day-shift rather than on the night-shift.

I. Suitable Occupations.

While it is not possible at this stage to indicate fully the occupations in which women may be employed, the following may serve as a guide :—

(i) *Hand Work*—
- Inspection and viewing, especially those processes which do not involve the use of appliances of precision.
- Assembling.
- Welding (mechanical) small parts.
- Armature winding.
- Taping Armature coils.
- Armature core building.
- Painting and varnishing of shells.

(ii) *Machine Work*—
- Automatic machines.
- Semi-automatic machines, where operations are within the limits of a woman's physical capacity.
- Generally, work of suitable dimensions and of a repetition character.

(iii) *Storekeepers and Timekeepers.*

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J. Accommodation for Females.

It is essential that suitable lavatory and cloak room accommodation with the necessary female attendants should be provided for the exclusive use of female labour employed.

K. Suggestions.

The Minister will be glad to receive any suggestions for incorporation in subsequent issues of these notes, and particularly will be glad to receive a note of the difficulties any establishments may have experienced in connection with their labour and what measures were adopted to adjust the difference. The Minister feels that it is important that all firms should have as much information as possible of the experiences of others so that they may benefit thereby.

November, 1915.

APPENDIX TO CIRCULAR L 30.

Munitions of War Act, 1915.

Schedule II.

1. Any departure during the war from the practice ruling in the workshops, shipyards, and other industries prior to the war, shall only be for the period of the war.

2. No change in practice made during the war shall be allowed to prejudice the position of the workmen in the owners' employment, or of their trade unions in regard to the resumption and maintenance after the war of any rules or customs existing prior to the war.

3. In any readjustment of staff which may have to be effected after the war priority of employment will be given to workmen in the owners' employment at the beginning of the war who have been serving with the colours or were in the owners' employment when the establishment became a Controlled Establishment.

4. Where the custom of a shop is changed during the war by the introduction of semi-skilled men to perform work hitherto performed by a class of workmen of higher skill, the time and piece rates paid shall be the usual rates of the district for that class of work.

5. The relaxation of existing demarcation restrictions or admission of semi-skilled or female labour shall not affect adversely the rates customarily paid for the job. In cases where men who ordinarily do the work are adversely affected thereby, the necessary readjustments shall be made so that they can maintain their previous earnings.

6. A record of the nature of the departure from the conditions prevailing when the establishment became a Controlled Establishment shall be kept, and shall be open for inspection by the authorised representative of the Government.

7. Due notice shall be given to the workmen concerned wherever practicable of any changes of working conditions which it is desired to introduce as the result of the establishment becoming a Controlled Establishment, and opportunity for local consultation with workmen or their representatives shall be given if desired.

8. All differences with workmen engaged on Government work arising out of changes so introduced or with regard to wages or conditions of employment arising out of the war shall be settled in accordance with this Act without stoppage of work.

9. Nothing in this Schedule (except as provided by the fourth paragraph thereof) shall prejudice the position of employers or persons employed after the war.

Munitions of War (Amendment) Act, 1916.

15. *Restriction on change from union to non-union labour.*—Where non-union labour is introduced during the war into any class of work in a Controlled Establishment in which it was the practice prior to the war to employ union labour exclusively the owner of the establishment shall be deemed to have undertaken that such introduction shall only be for the period of the war, and if he breaks or attempts to break such an undertaking he shall be guilty of an offence under the principal Act and liable to a fine not exceeding fifty pounds; but subject as aforesaid such introduction shall not be deemed to be a change of working conditions.

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APPENDIX E.

GOVERNMENT CONDITIONS AS TO **FAIR WAGES.**

7. (*a*) *Fair wages, transfer of contract and sub-letting.*—The Contractor shall, in the execution of this Contract, observe and fulfil the obligations upon contractors specified in the Resolution passed by the House of Commons on the 10th March, 1909, namely :—

"The Contractor shall . . . . . pay rates of wages and observe hours of labour not less favourable than those commonly recognised by employers and trade societies (or, in the absence of such recognised wages and hours, those which in practice prevail amongst good employers) in the trade in the district where the work is carried out. Where there are no such wages and hours recognised or prevailing in the district, those recognised or prevailing in the nearest district in which the general industrial circumstances are similar shall be adopted. Further, the conditions of employment generally accepted in the district in the trade concerned shall be taken into account in considering how far the terms of the Fair Wages Clauses are being observed. The Contractor shall be prohibited from transferring or assigning, directly or indirectly, to any person or persons whatever, any portion of his contract without the written permission of the Department. Sub-letting, other than that which may be customary in the trade concerned, shall be prohibited. The Contractor shall be responsible for the observance of the Fair Wages Clauses by the sub-contractor."

APPENDIX F.

(CIRCULAR L 33.)

DIRECTIONS AS TO **PRIORITY.**

The Minister of Munitions, in pursuance of Regulation 8a of the Defence of the Realm (Consolidation) Regulations, 1914, hereby gives the following directions to the owner or owners of the above establishment as to priority to be given to work in the establishment.

A.—EXECUTION OF ORDERS.

1. Priority shall be given to work at the above establishment in accordance with the classification set out in the First Schedule hereto.

2. All work and orders for work or materials undertaken in the above establishment shall be divided into the three classes, Class A, Class B, and Class C, mentioned in the First Schedule.

3. Work and orders in Class A must take precedence of work and orders in Class B or Class C; work and orders in Class B must take precedence of work and orders in Class C, irrespective of the date when the orders were received, and of any contractual obligations to the contrary.

4. Subject to paragraph 6, orders for work received by the above establishment shall be treated as belonging to Class A* or Class B if accompanied by a Certificate from the ordering firm in the form set out in the Second Schedule hereto stating that the work belongs to Class A or Class B respectively.

5. Any order for work received by the above establishment from any firm or establishment, and not accompanied by a Certificate in the form set out in the Second Schedule hereto to the effect that the work belongs to Class A or Class B, shall be treated as an order for work of Class C.

* In the case of establishments, the priority of whose whole output is directly controlled by specific instructions from any Department of the Government, the establishment shall not treat any work or orders as of Class A in reliance only on a Certificate given by another establishment, but must refer the question of so classifying the work or orders to the Department which controls its output, and must forward the Certificate.

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6. If there is reason to believe that any order for work received by the above establishment should be placed in a different class from that specified in the Certificate accompanying the order, application shall be made to the Ministry of Munitions, Priority Branch, Armament Buildings, Whitehall Place, London, S.W., for revision of the classification of the work.

7. Any particular or special instructions issued by the Ministry of Munitions as to the relative urgency of different work or orders belonging to the same class shall over-ride these general instructions. Application may be made by any firm or establishment where necessary to the Priority Branch for instructions as to the priority to be given to work or orders in Classes A or B respectively.

B.—Placing of Orders.

8. Where any order for work is given by the above establishment to any other firm or establishment, it shall be accompanied by a Certificate in the form set out in the Second Schedule hereto stating the class to which the order belongs.

9. Where an order has been received by the above establishment certified to be of Class A or Class B, any order issued by the above establishment for any work or material required for the execution of the first-mentioned order shall be certified as being of the same class as the first-mentioned order.

10. If any doubt exists as to the class to which any order given by the above establishment is to be placed, reference shall be made to the Ministry of Munitions, Priority Branch, for directions.

Signed on behalf of the Minister of Munitions,

H. LLEWELLYN SMITH.

Dated this 3rd day of March, 1916.

CLASSIFICATION OF WORK.

General Definition of Terms.

The term "Government War Contract" signifies:—

(1) Any contract placed by the Admiralty, the War Office, or the Ministry of Munitions.

*(2) Any contract for naval or military equipment placed by an allied Government with the consent of the Admiralty, War Office, or Ministry of Munitions.

The term "Certified War Work" signifies:—

(1) Work on a contract or order which the Admiralty, War Office, or the Ministry of Munitions has certified in writing to be War or Munitions Work.

(2) Work which the Ministry of Munitions has directed to be treated on an equality with War work.

(3) Work on a contract or order which any firm or establishment has certified to be Class A work.

Definition of Class A.

Class A includes:—

Work or materials wholly required for:—

(*a*) A Government War Contract.

(*b*) Certified War Work.

(*c*) Merchant Shipping Work certified by the Board of Trade to be Munitions Work.

* The consent of these Departments will usually be given through the Commission Internationale de Ravataillement (The International Commission), India House, Kingsway, London, to whom application should be made for such consent.

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DEFINITION OF CLASS B.

Class B includes :—

Work or materials wholly required for :—

(*a*) Repairs to industrial machinery essential to maintain continuity of operation.

(*b*) Machinery necessary for the manipulation and transport of general freight.

(*c*) The production of such quantities of material, articles, or parts thereof as may be necessary to maintain reasonable stocks for the purpose of meeting the requirements for work of Class A or Class B.

(*d*) Work certified by the Admiralty, War Office, or the Ministry of Munitions as necessary for the efficient conduct of the War.

The following work may only be placed in Classes A or B on the written authority of the Ministry of Munitions. In the absence of such authority, such work must be placed in Class C :—

(*a*) New locomotives, rolling stock, or other railway material.

(*b*) Motor vehicles, or repairs to same, other than those ordered by War Office, Admiralty, or Ministry of Munitions.

(*c*) New mining machinery.

(*d*) New textile, including hosiery and jute, machinery.

Class C.

Includes all work not included in Classes A or B.
No certificate required for Orders in Class C.

FORM OF CERTIFICATE.

This Certificate is issued for the purpose of securing priority for the work referred to herein, in pursuance of directions given by the Minister of Munitions under Regulation 8A. of the Defence of the Realm Regulations.

No.

Certificate.

1916.

To Messrs.

Contract No.

(of ordering firm or establishment).

Description :—

I/WE HEREBY CERTIFY that the work or materials ordered under the above Contract No. is required for orders under Class in accordance with the Classification of Work printed on the back hereof.

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I/We HEREBY DECLARE the above to be an accurate statement to the best of my/our knowledge and belief with regard to this Contract.

Signed on behalf of

.....

A false declaration on this Certificate is an offence under the Regulations made in pursuance of the Defence of the Realm Acts.

N.B.—Unless directions (Circular Letter L 33), have already been received from the Minister of Munitions regulating priority to be given to work at your establishment, application must be made immediately for the necessary directions to the Secretary, Ministry of Munitions, Section "C," 6, Whitehall Gardens, S.W.

.....

MINISTRY OF MUNITIONS OF WAR.

(Date) 1916.

Record of Certificate to be retained by ordering firm or establishment and filed with record of order to which it applies.

To :—

Contract No. Class

(or ordering firm or establishment).

Description :—

Issued on behalf of

and signed by

To be shown on demand to any officer appointed by the Admiralty, War Office, or the Minister of Munitions.

M.M. 17.

CLASSIFICATION OF WORK.

(*Reprinted on pp. 47–48.*)

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W.M.V. 40.

APPENDIX G.

WAR MUNITIONS VOLUNTEERS.

Notes for the Guidance of Employers to whom Workmen are transferred by Authority of the Ministry of Munitions.

I.—GENERAL.

(1) A workman, who is transferred, will hand to his new foreman a letter (W.M.V. 6a) sent him by the Manager of the Labour Exchange, acting as Labour Supply Officer for the Ministry of Munitions.

(2) Employers will be notified on Form W.M.V. 5 when a workman has been asked to report to them. **Immediately** the workman starts, the date of starting should be filled in on the lower half of the form (W.M.V. 5a) **and the form returned to the Manager of the Labour Exchange. Until the form W.M.V. 5a has been received, no payments made by the Firm can be refunded by the Ministry.** The workman will bring with him a form (W.M.V. 17) on which he will claim allowances, &c. This should be carefully filled in by the workman and handed to the employer. The form duly signed should be forwarded by the employer to **the Ministry of Munitions** at as early a date as possible.

(3) The allowances which are authorised to be paid to the workman will in due course be communicated to the employer by the Ministry of Munitions on Form 23. Such authorized allowances should be paid to workmen each week with their wages. Pending authority being received on Form 23, in any case in which the employer is satisfied that the workman's claim is reasonable, the employer may pay such claim to the workman without prejudice, but only in such cases where there appears to be urgent need for the payment. Married men may usually be regarded as entitled to the subsistence allowance, but in no case should subsistence allowance be paid to single men without authority having been first received from the Ministry of Munitions. It should be borne in mind that by the terms of their enrolment War Munitions Volunteers are not entitled to make a pecuniary profit from subsistence allowances.

(4) In cases where the workman proves that the rate of the district to which he is transferred is lower than the rate which he was receiving at the time of his enrolment, he is entitled to receive the higher rate. It is suggested that payments to workmen in respect of differences in rates of wages should be made separately from other payments. The amounts so paid should also be entered in a separate column on Accounts Form 51 (Employer's Claim). Pending a reprint of the Form 51 the "Remarks" Column may be adapted for this purpose.

(5) A workman will be considered to have entered the firm's employ from the moment he commences to travel, and should accordingly receive from the firm a full day's pay for the day on which he travels to the job, provided he reports himself to an official of the firm, and holds himself at the disposal of the employer, to work for such part of the day as remains after he has secured lodgings. Amounts so paid to workmen cannot be refunded by the Ministry.

(6) When subsistence allowance is paid, the employer should satisfy himself that the workman is actually in lodgings.

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(7) An account of payments of allowances should be made up to the end of each pay-day and forwarded to the Ministry of Munitions as soon as possible thereafter on form Accounts No. 51. Only sums authorized by the Ministry on Form W.M.V. 23 may be claimed. Repayments by the Ministry will as a rule be made monthly.

(8) The books and accounts of the employer are to be available at all reasonable times for the purpose of the verifications of the accounts by duly authorised representatives of the Minister of Munitions.

(9) If any War Munitions Volunteer transferred to an employer presents himself for work, and is not immediately started, it will be necessary for the employer to pay him for any time lost. Such payments are not recoverable from the Ministry.

(10) When the services of a transferred War Munitions Volunteer are no longer required by an employer for any reason, the employer should so notify the local Labour Exchange, giving as long a notice as is possible, in order that his transfer to another Controlled Establishment can be effected, or other employment be found for him. If it is necessary at any time to dispense with the services of a Volunteer before his transfer to another Controlled Establishment can be effected, the employer should notify the local Labour Exchange, give the Volunteer a certificate of release and instruct him to report at once to the Exchange.

II.—INSTRUCTIONS AS TO THE CALCULATION OF RATES OF PAYMENT OF WAR MUNITIONS VOLUNTEERS.

A.—Hourly and Weekly Rates.

(i) Where a Volunteer was being paid at a *weekly* rate at the date of his enrolment, that weekly rate is taken as the basis for comparison upon his transfer without regard to the number of hours constituting the working week, *e.g.* :—

A Volunteer who was employed at the rate of 43*s.* a week of 50 hours is transferred to an establishment where the rate is 41*s.* for a week of 53 hours.

His correct rate is 43*s.* a week for 53 hours. The additional 2*s.* is recoverable by the employer from the Ministry.

(ii) Where a Volunteer was being paid at an *hourly* rate at the date of his enrolment, his rate upon transfer should be calculated on a hourly basis, *e.g.* :—

(*a*) A Volunteer who was employed at the rate of 1*s.* an hour is transferred to an establishment where the wage is 50*s.* a 48-hour week.

His new rate is 50/48's an hour, *i.e.*, 1*s.* 0½*d.* an hour. In this instance, as the Volunteer's new rate is greater than that he was earning before enrolment, no payment can be recovered from the Ministry in respect of difference in rate.

(*b*) A Volunteer who was employed at the rate of 1*s.* 2*d.* an hour is transferred to an establishment where the rate is 50*s.* for a 48-hour week.

The new rate being 1*s.* 0½*d.* an hour the Volunteer is entitled to an extra payment at the rate of 1½*d.* an hour for the number of hours actually worked up to a maximum of 48 hours. The extra payments so made are recoverable by the employers from the Ministry.

B.—Overtime and Night-shifts.

A Volunteer should be paid for night-shifts and overtime on the basis of the rate at which he ought to be paid for the ordinary day-shifts, but subject to the proportionate increase for night-shifts and overtime and to the other conditions prevailing in the district to which he has been transferred, *e.g.* :—

A Volunteer who was employed at a rate equal to 1*s.* an hour for a 48-hour week with night-shifts and overtime at time and a half at the date of his enrolment is transferred to an establishment where the day-rate is 9*d.* an hour for a 53-hour week and night-shifts and overtime at time and a-quarter.

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His new rate for night-shifts and overtime is to be time and a-quarter at 1*s.* an hour, *i.e.* 1*s.* 3*d.*, and this rate would begin after the 53 hours of the district to which he has been transferred.

The difference between 1*s.* 3*d.* (time and a-quarter at 1*s.*) and 11½*d.* (time and a-quarter at 9*d.*) for the number of hours actually worked on overtime or night-shift is recoverable from the Ministry.

C.—Transfer from Time to Piece-work.

i. *To piece-work paid independently of time-rates.*

Where a Volunteer who was paid on a time-rate at the date of his enrolment is transferred to piece-work he should be paid the piece-work rate of the establishment to which he is transferred, provided that for any week during which he *worked the normal hours* and failed to earn as much as his original weekly rate, his earnings should be made up to the amount of that rate, *e.g.* :—

A Volunteer who was paid at the rate of 40*s.* a week at enrolment is transferred to piece-work in an establishment where the normal working hours are 48 a week.

The first week working the normal hours of the establishment he earns 35*s.* during the 48 hours and 6*s.* for extra time.

The second week he earns 37*s.* 6*d.* and 6*s.* extra time, the third week 42*s.* 6*d.* plus extra time and the fourth week 47*s.* plus extra time.

He should receive in addition 5*s.* for the first week, 2*s.* 6*d.* for the second week, but nothing extra for any weeks upon which he earns not less than 40*s.* during the normal working hours of the establishment.

These sums of 5*s.* and 2*s.* 6*d.* would be recoverable from the Ministry.

No claim for a difference in rate can be entertained in respect of amounts earned at piece-rates in extra time.

ii. *To piece-work based on time-rates.*

Where a Volunteer who was paid on a time-rate at the date of his enrolment is transferred to piece-work calculated on a time-rate, his piece-work rate should be calculated on the time-rate of the establishment to which he has been transferred, or on that which he was receiving at the date of his enrolment, whichever is the higher.

D.—Piece-work to Time-work.

Where a Volunteer who was paid at piece-work rates on enrolment, is transferred to time-work, his average hourly earnings (excluding overtime earnings) for at least the last four weeks of his piece-work employment will be ascertained ; this average hourly earning will be taken as his time-rate.

E.—Transfer from a Time-rate which was Normally Increased by Piece-work to Pure Time-rate.

Where a Volunteer was paid at a fixed time-rate at the date of his enrolment and also normally received a bonus on the quantity of work he performed, his rate for the purposes of comparison on transfer is made up of (*a*) his normal time-rate, plus (*b*) his average weekly bonus on the work performed during the normal working hours calculated on the amount he actually so earned for at least the last four weeks before the date of the enrolment, *e.g.* :—

A Volunteer on enrolment was paid at 40*s.* a week ; in 25 weeks he also made £6 10*s.* 0*d.* on piece-rate, that is to say, for £50 he earned on time-work, he earned £6 10*s.* 0*d.* on piece-work.

His correct enrolment rate is therefore £2 plus 13 per cent. of £2 a week.

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III.—REGULATIONS CONCERNING SUBSISTENCE ALLOWANCES TO WAR MUNITION VOLUNTEERS.

A Volunteer is entitled to subsistence allowance if he proves that he has dependants and is still contributing to the upkeep of the home which he shared with them up to the date of his transfer.

A.—Payment of Subsistence for Holiday Periods.

(1) During a general holiday or a holiday given for the convenience of the employer, or specially granted by the employer, the Volunteer should receive subsistence allowance, provided that he retains his lodgings.

(2) Where a Volunteer is absent from work for his own convenience and not on account of illness, without permission from his employer or good reason, no subsistence allowance should be paid to him. If he is so away for half a day he should forfeit one day's whole subsistence allowance.

(3) Where a Volunteer goes away for the week-end, he should be paid the full subsistence allowance, provided that he works on Saturday and returns to work on Monday morning.

Should he not return to work till Monday afternoon or Tuesday morning, he should forfeit one day's subsistence allowance, but should receive the allowance for Saturday and Sunday.

B.—Absence on Account of Illness.

(1) Where a Volunteer, absent from work on account of illness, remains in his lodgings and produces a medical certificate if required, he should be paid subsistence allowance.

(2) Where a Volunteer has to return home on account of illness and produces a medical certificate to that effect, if required, and it seems clear that he will have to be absent for more than one week, he should give up his lodgings. In such cases, subsistence allowances will not be payable for the period of absence, but the Ministry will pay his fare home and back and any fee which it may be necessary to pay on account of his having to give up his lodgings at short notice.

C.—Visits of Dependants to War Munitions Volunteer.

The Ministry will raise no objection, as far as the payment of subsistence allowance is concerned, to the dependant of a Volunteer paying him a few days' visit.

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APPENDIX H.

(CIRCULAR L 31.)

CONSOLIDATED RETURN FROM CONTROLLED ESTABLISHMENTS.

Name of Establishment _____ Trade _____

Locality of Works _____

(*Please give a precise description of the nature of your business.*)

I/We HEREBY DECLARE the following to be a correct statement to the best of my/our knowledge and belief with regard to this establishment.

Signed on behalf of _____

Date _____

Questions.	Answers.				
	Males under 18.	Males of 18 and over.	Females under 18.	Females of 18 and over.	Total.
1. How many persons (excluding outworkers and week-end workers) were in your employment?					
(*a*) In the middle of July, 1914 (*including* men who have since left for military or naval service)					
(*b*) On 14th April, 1916 (*excluding* men then absent on military or naval service)					
(*c*) On 19th May, 1916 (*excluding* men absent on military or naval service)					

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2. How many men have *left your employment* for naval or military service (including any who have subsequently returned and including those whose places are being kept open for them)?

(*a*) Up to 14th April, 1916

(*b*) Since 14th April, 1916

(*a*) _____ Total_____

(*b*) _____

How many men (if any) do you at present employ who, to your knowledge, have been at some time during the war in the Navy or the Army?

_____

3. What proportion approximately of (*a*) your male, (*b*) your female employees were working on a one-shift, two-shift or three-shift system in the week ending 14th April, 1916? Distinguish between those under and those over 18 years of age.		One Shift.	Two Shifts.	Three Shifts.
	(*a*) Males (under 18)			
	(18 and over)			
	(*b*) Females (under 18)			
	(18 and over)			

4. Please state:—

(*a*) The estimated number of women now engaged on work of a kind which was performed in your establishment by men before the war.

(*b*) The processes on which they are employed.

(*c*) Whether you could extend the substitution of women for men in your establishment if a sufficient supply of suitable women were obtainable.

(*d*) Whether you are able to get all the women you need.

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5. Please state, as accurately as you can, the number of your employees engaged, directly or indirectly, on work for—	Males.	Females.
(*a*) The British Government, and (*b*) The Allied Governments.	(*a*)	
What is the proportion of (*a*) engaged on work for— (*c*) The British Admiralty, (*d*) The British Land Services (War Office or Ministry of Munitions)?	(*b*)	
Note.—Workpeople engaged for only a part of their time on Government work must not be reckoned as full time workers on Government work. For example, 10 men giving about one half of their time to Government work should be entered as 5 men on Government work.	(*c*)	
	(*d*)	

6.		
(*a*) On how many Sundays has work been done in your establishment since the 14th April, 1916?	(*a*)	
(*b*) Give the maximum number employed on any such Sunday. Note.—This need not be filled in, in the case of repairs to your own plant which can only be done on Sunday, or in the case of a night shift beginning or ending on a Sunday.	(*b*)	

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APPENDIX J.

ILLUSTRATIONS SHOWING PRACTICAL WORKING OF THE PRINCIPLES APPLICABLE TO PAYMENT OF **WAGES TO RELEASED SOLDIERS.**

The figures below are merely hypothetical and are not to be taken as applicable to any particular case, as they vary with the rank of the soldier, the branch of the Service to which he belongs, &c.

Suppose that a soldier's weekly Army pay and allowances as set forth in the intimation received by the employer from the Officer in charge of Records are as follows:—

TABLE A.

Class.	Rate per Week.	
	If Living at Home.	If unavoidably Separated from Home.
Married men	46*s.*	25*s.*
Unmarried men with dependants	45*s.*	25*s.*
Unmarried men without dependants ...	25*s.*	25*s.*

I.—Where the soldier's weekly civil earnings are affected neither by:—

(i) Sickness, injury or recognized trade holidays; nor

(ii) His own default.

TABLE B.

(A) On the basis that the soldier's weekly civil earnings are *less than* the amount appearing in the last column in Table A above—say, 20*s.*

———	Weekly Army Pay and Allowances guaranteed by Employer to Soldier.	Sum Recoverable by Employer from Army Funds.
Married men—		
(*a*) *If living at home—*		
(1) Up to and including 11th March, 1916	46*s.*	26*s.* [Being difference between weekly civil earnings above (20*s.*) and weekly sum paid by employer to soldier (46*s.*).]
(2) From and after 11th March, 1916	46*s.*	21*s.* [Being difference between amount in last column in Table A above (25*s.*) and weekly sum paid by employer to soldier (46*s.*).]

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——	Weekly Army Pay and Allowances guaranteed by Employer to Soldier.	Sum Recoverable by Employer from Army Funds.
Married men—continued—		
(*b*) *If unavoidably separated from home*—		
(1) Up to and including 11th March, 1916	25*s*.	5*s*. [Being difference between weekly civil earnings above (20*s*.) and weekly sum paid by employer to soldier (25*s*.).]
(2) From and after 11th March, 1916	25*s*.	Nil [There being no difference between the amount in last column in Table A above (25*s*.) and the weekly sum paid by employer to soldier (25*s*.).]

TABLE C.

(**B**) On the basis that the soldier's weekly civil earnings are *greater than* the amount appearing in the last column in Table A above—say 30*s*.

The practice in force up to and including 11th March, 1916, *continues without alteration*, and is as follows :—

——	Weekly Army Pay and Allowances guaranteed by Employer to Soldier.	Sum Recoverable by Employer from Army Funds.
Married men (before and after 11th March, 1916)—		
(*a*) *If living at home*	46*s*.	16*s*. [Being difference between weekly civil earnings above (30*s*.) and weekly sum paid by employer to soldier (46*s*.).]
(*b*) *If unavoidably separated from home*	25*s*.	Nil [The actual civil earnings (30*s*.) being in excess of the weekly sum guaranteed by employer to soldier (25*s*.).]

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II.— Where a soldier's weekly civil earnings are affected by :—

(i) Sickness, injury or recognized trade holidays ; but not by

(ii) His own default.

The practice in force up to and including 11th March, 1916, *continues without alteration* and is as follows :—

TABLE D.

(A) On the basis that the sickness or other benefits, &c., to which the soldier is entitled, with or without any actual civil earnings for the week, are together *less than* the amount appearing in the last column in Table A above—say, benefits, &c., 12*s*., and civil earnings 8*s*., making a total of 20*s*.

———	Sum guaranteed by Employer to Soldier as Weekly Army Pay and Allowances.	Sum recoverable by Employer from Army Funds.
Married men (before and after 11th March, 1916)—		
(*a*) *If living at home*	34*s*. [Being the appropriate Army pay and allowances (46*s*.), less the benefits, &c., to which soldier is entitled (12*s*.).]	26*s*. [Being difference between the actual civil earnings (8*s*.) and the weekly sum guaranteed by the employer to soldier (34*s*.).]
(*b*) *If unavoidably separated from home*	13*s*. [Being the appropriate Army pay and allowances (25*s*.), less the benefits, &c., to which soldier is entitled (12*s*.).]	5*s*. [Being difference between the actual civil earnings (8*s*.) and the weekly sum guaranteed by employer to soldier (13*s*.).]

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TABLE E.

(B) On the basis that the sickness or other benefits, &c., to which the soldier is entitled, with or without any actual civil earnings for the week, are *greater than* the amount appearing in the last column of Table A above—say, benefit, &c., 5*s*., civil earnings 25*s*., making a total of 30*s*.

	Sum guaranteed by Employer to Soldier as Weekly Army Pay and Allowances.	Sum recoverable by Employer from Army Funds.
Married men (before and after 11th March, 1916)—		
(*a*) *If living at home*	41*s*. [Being the appropriate Army pay and allowances (46*s*.), less the benefits, &c., to which the soldier is entitled (5*s*.).]	16*s*. [Being difference between the actual civil earnings (25*s*.) and the weekly sum guaranteed by the employer to the soldier (41*s*.).]
(*b*) *If unavoidably separated from home*	20*s*. [Being the difference between the appropriate Army pay and allowances (25*s*.), and the benefits, &c., to which the soldier is entitled (5*s*.).]	Nil [The actual civil earnings (25*s*.) being in excess of the weekly sum guaranteed by the employer to the soldier (20*s*.).]

III.—Where the soldier's weekly civil earnings are not affected by:—

(i) Sickness, injury or recognized trade holidays; but are affected by

(ii) His own default.

The practice in force up to and including 11th March, 1916, *continues without alteration*. That practice is that if a soldier's weekly civil earnings fall below his Army pay and allowances, the employer, so far as that deficiency is due to the soldier's own default, does not make up that deficiency to the soldier and does not recover it from Army funds.

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APPENDIX K.

GROUNDS OF COMPLAINTS UNDER THE ACTS.

(*Italics indicate provisions of the Acts which are only applicable in Controlled Establishments.*)

Section of Principal Act.	Section of Amending Act.	Nature of Offence.	Penalty or Compensation.
1	...	Failure to comply with an award settling any dispute which has been reported to the Board of Trade under Section 1 of the Act.	A fine not exceeding £5 for each day the failure continues, and, in the case of an employer, a fine not exceeding £5 a day for each workman affected.
2	...	Declaring, causing, or taking part in a lock-out or strike unless the provisions of this section have been complied with.	In the case of a lock-out, a fine not exceeding £5 a day for each man affected; in the case of a strike, a fine of £5 a day during continuance of strike.
4 (2) ...	...	*Changing or attempting to change the rate of wages of any class of persons in a Controlled Establishment without submitting the proposal to the Minister or when the consent of the Minister or his referee has been withheld.*	*A fine not exceeding* £50.
4 (3) ...	...	*Inducing or attempting to induce any person in a Controlled Establishment to comply with any rule, practice, or custom tending to restrict production or employment.*	*A fine not exceeding* £50.
4 (4) ...	...	*Breaking, or attempting to break, the undertaking to carry out the provisions of the Second Schedule to the Act which lays down rules to be observed as to conditions of labour, &c.*	*A fine not exceeding* £50.
4 (5) ...	...	**Failure to comply with any of the regulations applied by the Minister to a Controlled Establishment.*	*A fine not exceeding £3 for each offence.*
4 (6) ...	...	*Failure in a Controlled Establishment to comply with any reasonable requirement of the Minister as to information or otherwise made for the purpose of this Section.*	*A fine not exceeding* £50.

* Cases in which a fine not exceeding £5 may be imposed, and cases under Section 5 of the Amending Act are within the jurisdiction of a Local Tribunal.

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Section of Principal Act.	Section of Amending Act.	Nature of Offence.	Penalty or Compensation.
6 (1) ...	3 (3) ...	*Contravention of or failure to comply with an undertaking entered into with the Minister to work at a Controlled Establishment (including such an undertaking entered into before the passing of the Act of* 1916).	*A fine not exceeding* £3 *for each offence.*
6 (2) ...	...	Dissuading or attempting to dissuade a workman in his employ from giving an undertaking to the Minister to work at a Controlled Establishment or retaining in employment or attempting to retain a workman who has entered into such an undertaking.	A fine not exceeding £50.
...	3... ...	*Dismissal without reasonable cause by an employer of a workman within the period of 6 weeks from the date upon which the workman gave an undertaking to the Minister to work at a Controlled Establishment.	A fine not exceeding £5.
...	4... ...	**Failure by an employer to comply with the provisions of an undertaking with the Minister as to the class or description of work on or in connection with which a person or workman assigned to him by the Minister is to be employed.*	*Fine not exceeding* £5.
7 (3) ...	5 (1) ...	Giving employment to a workman who has within the previous six weeks, or such other period as ordered by the Minister, left munitions work (in an establishment to which this section is applied by order of the Minister), unless he holds a certificate from the employer by whom he was last employed or from a Munitions Tribunal that he is free to accept other employment.	A fine not exceeding £50.
...	5 (2) ...	*Dismissal or discharge of a workman by his employer without a certificate that he is free to accept other employment.	Compensation not exceeding £5.
		Withholding a certificate from a workman who has for a period of more than 2 days been given no opportunity of earning wages.	
		Withholding a certificate from a workman who leaves his employment on account of conduct justifying immediate termination of his contract of service.	
...	5 (3) ...	*Dismissal of a workman, other than a ship repairer or a workman of an exempted class, with less than one week's notice or wages in lieu of notice.	
...	5 (6) ...	*Breach of Munitions (Leaving Certificates) Rules, 1916.	A fine not exceeding £5.

* Cases in which a fine not exceeding £5 may be imposed and cases under Section 5 of the Amending Act are within the jurisdiction of a Local Tribunal.

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Section of Principal Act.	Section of Amending Act.	Nature of Offence.	Penalty or Compensation.
8	...	Contravention of or failure to comply with the provisions of the Munitions (War Service Badges) Rules, 1915.	A fine not exceeding £50.
...	6... ...	Failure to comply with directions given by the Minister as to rate of wages, &c., of female workers employed on munitions.	A fine not exceeding £5 a day for each day the failure continues and, in in the case of an employer, a fine not exceeding £5 a day for each woman affected.
...	7... ...	*Failure to comply with directions given by the Minister of War as to rate of wages, etc., of semi-skilled and unskilled men employed in any Controlled Establishment on certain classes of munitions work and as to time rates in certain cases.*	*A fine not exceeding £5 for each day during which the failure continues and, in the case of an employer, a fine not exceeding £5 a day for each workman affected.*
...	15 ...	*Breaking or attempting to break an undertaking that, when non-union labour is introduced during the war into any class of work in a Controlled Establishment in which it was the practice prior to the war to employ union labour exclusively, such introduction shall only be for the period of the war.*	*A fine not exceeding £50.*
11... ...	...	Failure by any employer to give such information as may be asked for by the Minister under this section.	A fine not exceeding £50.
...	17 ...	Wilfully delaying or obstructing an inspector in the exercise of any power under the section or failure to give information or produce documents required by him.	A fine not exceeding £10.
...	18 (4) ...	Being knowingly party to a contravention or non-compliance by a company constituting an offence under the Acts (in the case of a Director, Manager, Secretary, or other officer of the company).	The like fine as the company.

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APPENDIX L.

DIFFERENCES TO WHICH PART I OF THE PRINCIPAL ACT (AS AMENDED BY SECTION 9 OF THE AMENDING ACT) APPLIES, AND DEFINITION OF MUNITIONS WORK.

3. The differences to which this Part of this Act applies are differences as to rates of wages, hours of work, or otherwise as to terms or conditions of or affecting employment on or in connection with munitions* work; and also any differences as to rates of wages, hours of work, or otherwise as to terms or conditions of or affecting employment on or in connection with any other work of any description if this part of this Act is applied to such a difference by His Majesty by Proclamation on the ground that in the opinion of His Majesty the existence or continuance of the difference is directly or indirectly prejudicial to the manufacture, transport, or supply of Munitions of War.

This part of this Act may be so applied to such a difference at any time, whether a lock-out or strike is in existence in connection with the difference to which it is applied or not; provided that if in the case of any industry the Minister of Munitions is satisfied that effective means exist to secure the settlement without stoppage of any difference arising on work other than on munitions work, no proclamation shall be made under this section with respect to any such difference. When this part of this Act is applied to any difference concerning work other than munitions work the conditions of labour and the remuneration thereof prevailing before the difference arose shall be continued until the said difference is settled in accordance with the provisions of the First Schedule of this Act.

* *The expression* "**munitions work**" *for the purposes of the Acts means—*

(*a*) *the manufacture or repair of arms, ammunition, ships, vessels, vehicles, and aircraft, and any other articles or parts of articles (whether of a similar nature to the aforesaid or not) intended or adapted for use in war, and of any other ships or vessels, or classes of ships or vessels, or parts of ships or vessels, which may be certified by the †Board of Trade to be necessary for the successful prosecution of the war, and of any metals, machines, or tools required for any such manufacture or repair, and of the materials, of any class specified in an order made for the purpose by the Minister of Munitions, required for, or for use in, any such manufacture or repair as aforesaid; and*

(*b*) *the construction, alteration or repair of works of construction and buildings for naval or military purposes, and of buildings in which munitions work is or is intended to be carried on, and the erection of machinery and plant therein, and the erection of houses for the accommodation of persons engaged or about to be engaged on munitions work; and*

(*c*) *the construction, alteration, repair, or maintenance of docks and harbours and work in estuaries in cases where such construction, alteration, repair, maintenance or work is certified by the †Admiralty to be necessary for the successful prosecution of the war; and*

(*d*) *the supply of light, heat, water, or power or the supply of tramways facilities in cases where the †Minister of Munitions certifies that such supply is of importance for the purpose of carrying on munitions work, and the erection of buildings, machinery, and plant required for such supply; and*

(*e*) *the repair of fire engines and any other fire brigade appliances in cases where the †Minister of Munitions certifies that such repair is necessary in the national interest.*

† *Up to 13th May, 1916, certificates had been issued by—*

(*a*) *the Board of Trade, in respect of work upon four classes of steam ships, and numerous specific jobs on individual ships and vessels or parts of ships or vessels;*

(*b*) *the Admiralty, in respect of construction, &c., in the case of 39 docks or harbours;*

(*c*) *the Ministry of Munitions, in respect of the supply from 55 electricity, 22 gas, 10 water and 37 tramway undertakings, and in respect of the repair of fire engines, &c., in the workshops of one fire brigade.*

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